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THE PROPOSED MODIFICATIONS
FROM THE MINISTRY OF MUNICIPAL
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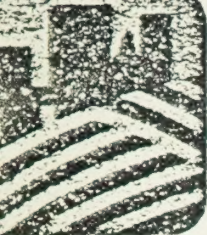


City of Hamilton Official Plan



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THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ont. L8N 3T4

Refer to File No.

Attention of

Your File No.

March 17, 1982

PROPOSED MINISTER'S MODIFICATIONS
TO THE NEW
HAMILTON OFFICIAL PLAN

The attached charts and map represent the modifications proposed to the new Hamilton Official Plan by the Minister of Municipal Affairs and Housing.

City Council, on August 26, 1980, adopted a new Official Plan for Hamilton. The Plan was then sent to the Minister of Municipal Affairs and Housing for final approval. The Plan was then circulated to various public agencies for comments. As a result of these comments and suggestions, the Minister has proposed a number of modifications to the new Official Plan for these reasons:

- to rectify grammatical and drafting errors;
- to conform to Regional and Provincial policies; and,
- to introduce those amendments made to the existing Plan since the new Plan's adoption.

The City of Hamilton Planning and Development Committee invites you to examine the proposed Minister's modifications. The Planning and Development Committee, prior to making a recommendation to City Council, will consider these modifications at a meeting scheduled for March 31, 1982 at 3:30 p.m. in Committee Room #233 in the Hamilton City Hall.

For further information, please call 526-4195.

NOTE: This package has been prepared for information purposes only and should not be construed as City Policy.

PROPOSED MODIFICATIONS TO
THE NEW OFFICIAL PLAN
FOR THE CITY OF
HAMILTON

<u>AGENCY SHORT FORM</u>	<u>FULL NAME</u>
REGION	Regional Municipality of Hamilton-Wentworth
MAH	Ministry of Municipal Affairs and Housing
CITY	City of Hamilton, Planning Department
MNR	Ministry of Natural Resources
RAILWAYS	Toronto, Hamilton & Buffalo Railway, Canada National Railways, Canadian Pacific Railways
MOE	Ministry of the Environment
HRCA	Hamilton Region Conservation Authority
NPCA	Niagara Peninsula Conservation Authority
HYDRO	Ontario Hydro
MTC	Ministry of Transportation and Communications
MCR	Ministry of Culture and Recreation

NOTE: Due to the clerical nature of modification number 1(a), it has been omitted from the list of modifications. For clarification, it is provided as follows:

1(a). Wherever throughout these modifications words have been underlined, it is intended that these words be italicized in the Plan.

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
1. (b)		CITY		Wherever throughout the Plan, the term "Secondary Plan/s" appears, it is deleted and replaced by the term "Neighbourhood Plan/s".	o Clarification
(c)		CITY		Wherever throughout the Plan, the term "development control" appears, it is deleted and replaced by the term "site plan control".	o Clarification
2. (a)	Pg. (ii) Section B Basis of the Plan Para. 4	MNR	The regulations and policies of such supra-regional agencies as The Niagara Escarpment Commission, The Conservation Authorities and The Parkway Belt West Plan, who have jurisdiction within the City, have necessitated a plan which adapts their policies to local planning intentions.	The regulations and policies of such supra-regional agencies as The Niagara Escarpment Commission, The Conservation Authorities, The Parkway Belt West Plan, and Federal and Provincial Ministries who have jurisdiction within the City, have necessitated a plan which adapts their policies to local planning intentions.	o Notice of Provincial and Federal statutes affecting the City.

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
2. (b)	Pg. v) Section D Plan Preparation Part Two	MNH	The paragraphs of explanation are provided only to assist in the interpretation of the Policy's Statements and help to clarify the general intent of the Plan. Accordingly, they will not require Ministerial approval.	o Delete last sentence	o Preamble statements appear to include policy and therefore are subject to Ministerial approval.
2. (c)	Pg. vi) Section D Plan Preparation Part Three	MNH CITY	"Part Three - Appendices - summarize the findings of the various studies undertaken in the preparation of the Plan."	o A new clause is added as follows after Part Three: Parts One and Three of the Plan are intended for information purposes only.	o Clarification
3.	Pg. 4 Subsection A.2 Land Use Concept Clause #4	CITY	Promote the central area as the major multi-use focus of community life and commerce for the City and Region, supplemented by two multi-use nodes similar in function, but smaller in scale, at other locations.	o Delete existing clause and replace with the following: "Promote the central area as the major multi-use focus of community life and commerce for the City and Region supplemented by two sub-regional centres having similar commercial function, but smaller in scale, at other locations."	o Clarification of sub-regional centre concept

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
4. (a)	Pg. 6 Subsection A.2.1 Residential Uses New Policy 2.1.4	CITY		o New Policy to be added as follows: "Home Occupation uses may be permitted subject to Council's satisfaction that the following provisions are, or will be, adequately met: i) A Home Occupation will be carried on within a dwelling unit only by an owner occupying the dwelling; and employing only immediate family members that also occupy the dwelling; ii) A Home Occupation will occupy only a limited floor area of the dwelling and, iii) The Home Occupation use will not detract from the RESIDENTIAL character of the area." Further, a Home Occupation will not be deemed to be a Mixed Commercial/Residential use for the purposes of Subsection A.2.2 of this Plan." o New Policy to be added as follows:	o Clarification
4. (b)	Pg. 6 Subsection A.2.1 Residential Uses, New Policy 2.1.5	CITY		o New Policy to be added as follows:	o Clarification

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
4. (c)	Pg. 7 Sub-section A.2.1 Residential Uses New Policy 2.1.13	MAH MOE RAILWAYS		"Notwithstanding the above, a medical practitioner's office may be permitted without the necessity of an amendment to this Plan subject to the satisfaction of Council that the proposed office: i) is situated on a major road; ii) is appropriately located with respect to adjacent RESIDENTIAL uses; iii) will provide an acceptable amount of on-site parking and, iv) will otherwise not detract from the character of the RESIDENTIAL area." o A new Policy is added as follows: "prior to the approval of residential development adjacent to railway rights-of-way, Council shall have regard for the requirements of sub-section B.3.5, RAIL SERVICE."	o Parts of interim rail policies, clarification

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
5. (a)	Pg. 9 Subsec- tion A.2.2 Commer- cial Uses Policy 2.2.2	CITY	"Council recognizes that the COMMERCIAL structure of the City operates within a hierarchy of cate- gories ranging from the Central Policy Area (which, as defined by the Regional Official plan, is in- tended to function as the "Regional Centre"), to Local Convenience Commercial uses. Except for the Central Policy Area, the hierarchy is not designated on Schedule "A" to this plan. The location and distribution of such categories will be identified through Secondary Plans as set out in Subsection D.2."	"Council recognizes that the COMMERCIAL structure of the City operates within a hierarchy of categories ranging from the Central Policy Area (which, as defined by the Regional Official plan, is intended to function as the "Regional Centre"), to Local Convenience Commercial Uses. Except for the Central Policy Area, and Sub-Regional Centres, the hierarchy is not designated on Schedule "A" to this plan. The location and distribution of such categories will be identified through Neighbourhood Plans as set out in Subsection D.2."	o Clarification regarding sub-regional centre
5. (b)	Pg. 11 Subsec- tion A.2.2 Commer- cial Uses New Policy A.2.2.5	CITY		o A new policy is added as follows: "The two Sub-Regional Centres will be promoted as secondary retail, business and service centres in the Region, and in the context of the overall COMMERCIAL structure of the City. Accordingly, the Sub-Regional Centres will consist of lands in the vicinity of the intersection of Queenston Road and Centennial Parkway, and secondly within Thorner Neighbourhood east of Upper Wentworth Street and north of the proposed East-West Arterial Road. Council will encourage the location in these centres of relevant district or branch services	o Clarification, sub-regional centre

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
6.	Pg. 13 Sub-section A.2.2 Commercial Uses New Policy 2.2.9	REGION		and offices of businesses and other levels of government having their main regional offices in the Central Policy Area, and Residential Uses. It is further intended that lands within the area designated in the Regional Official Plan as "Urban Policy Area" surrounding the Sub-Regional Centres will include the following uses complementary to those uses existing within these Centres. i) Residential Uses of higher densities; ii) Retail Uses as well as some offices; and, iii) Major Institutional Uses, including social, community and health services." o A new policy is added as follows: "Any proposal for a new shopping centre or expansion of an existing shopping centre resulting in a gross leasable retail/commercial floor space of greater than 23,000 square meters must receive approval by Regional Council."	o Compliance with Regional Official Plan

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
7.(a)	Pg. 31 Subsec-tion A.2.3 Indus-trial Uses Policy 2.3.34	CITY	"Where existing INDUSTRIAL and Residential uses are located in close proximity to each other, new INDUSTRIAL buildings may be permitted if adequate separations between uses, buffering, barriers and special construction techniques are provided to minimize conflicts between the land uses to the satisfaction of Council.	o A new clause is added to existing policy A.2.3.34 as follows: "Further, within these areas, Council may permit the establishment of a selective range of new industrial uses, to be defined in the implementing zoning by-law."	o Clarification
7.(b)	Pg. 32 Subsec-tion A.2.3 Indus-trial Uses Policy 2.3.37	HRCA	"Where practicable, Council will encourage the efficient use of INDUSTRIAL lands associated with the waterfront. In this regard, it is the intent of Council that any lands as may be created by landfill from Pier 17 to the western side of Pier 23 in Hamilton Harbour which are exempted from Ontario Regulation 118/70, excluding Windermere Basin, be utilized for "INDUSTRIAL" purposes."	o Existing Policy 2.3.37 is modified by the underlined addition as shown below. This is applied throughout the Plan where mention is made of Ontario Regulation 118/70. "Where practicable, Council will encourage the efficient use of INDUSTRIAL lands associated with the waterfront. In this regard, it is the intent of Council that any lands as may be created by landfill from Pier 17 to the western side of Pier 23 in Hamilton Harbour, which are exempted from Ontario Regulation 118/70, as amended excluding Windermere Basin, be utilized for INDUSTRIAL purposes."	o Clarification

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
9. (a)	Pg. 36 Subsec- tion A.2.5 Open Water Policy 2.5.1	HRCA	"The primary uses permitted in areas designated on Schedule "A" as OPEN WATER will be for shipping, navigation and boating. It is the policy of Council that these areas will remain covered by water, and will not be filled, reclaimed, or otherwise altered."	o Existing Policy 2.5.1 is deleted and replaced with the following: "The primary uses permitted in areas designated on Schedule "A" is OPEN WATER will be for shipping, navigation and boating. It is the Policy of Council that those areas which are subject to Ontario Regulation 118/70, as amended, and administered by The Hamilton Region Conservation Authority will remain covered by water and will not be filled, reclaimed, or otherwise altered.	o Expansion and clarification of policy
9. (b)	Pg. 36 Subsec- tion A.2.5 Open Water New Policy 2.5.2	HRCA		o A new Policy is added as follows: "Notwithstanding, the designation of parts of Cootes Paradise as OPEN WATER and subject to Policy 2.9.2 and Subsection A.3.2, the preferable uses of Cootes Paradise are for aesthetic, ecological, and scientific activities."	o Expansion and clarification of policy

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
10. (a)	Pg. 39 Subsection A.2.7 Utility Uses Policy 2.7.1	HYDRO	"The primary uses permitted in the areas designated on Schedule "A" as UTILITIES will be for passenger terminals; freight handling facilities and related storage; railway; warehousing; and parking areas; hydro transmission corridors; pipelines and natural gas lines; and major road facilities. Recognizing the difficulty of predicting the advent of new UTILITIES, only those facilities which are committed for development and/or are prioritized and where their location is known have been identified."	o Policy 2.7.1 is modified as follows: "The primary uses permitted in the areas designated on Schedule "A" as UTILITIES will be for passenger terminals; freight handling facilities and related storage; railway, warehousing and parking areas; <u>electric power facilities;...</u>"	o Clarification
10. (b)	Pg. 39 Subsection A.2.7 Utility Uses New Policy 2.7.5	HYDRO CITY		o A new Policy is added as follows: "Notwithstanding, the permitted uses in Policy 2.7.1 above, additional uses may be permitted on Ontario Hydro lands, where deemed by Council, to be compatible with adjacent land uses, by agreement with Ontario Hydro, and subject to the preparation of a neighbourhood plan for the affected lands."	o Clarification
10. (c)	Pg. 39 Subsection A.2.7 Utility Uses New Policy 2.7.6	HYDRO		A new policy is to be added as follows: "In accordance with the policies of the Regional Official Plan, all existing electrical facilities and all new Ontario Hydro facilities used directly for the generation and distribution of electric power and permitted under the Environmental Assessment Act and other relevant statutes shall be	o Identify Ontario Hydro's exemption status

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
11. (a)	pg. 56 Subsec- tion A.2.9.3 Other Policy Areas New Policy 2.9.3.10	CITY		permitted in any land use designation, but Ontario Hydro shall consult with the Municipality and take into account the established planning policies of the Municipality." o New Policy to be added as follows: Further to policy A.2.8.7(i), Council will require pro- vision for an elevated pedestrian walkway system ('+15') emanating from Lloyd D. Jackson Square, connecting adjacent future development with the Square. To implement the pedestrian system, it is the intent of Council that: i) Links in the system will be constructed when new development occurs to the north, south, and west of Lloyd D. Jackson Square, in the area shown as SPECIAL POLICY AREA 12 on Schedule D-1. The system will be integrated with the transit system.	o Clarification of Special Policy Area 12

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
				ii) Site Plan Control will be employed to implement the '+15' pedestrian system for any development or redevelopment to which the system is intended to connect. Provisions will be made for allowances in building design to facilitate the walkways at upper levels and to ensure the integration of the system with ground level pedestrian walkways. Appropriate landscaping measures and other amenity features will also be incorporated. iii) The nature of the '+15' pedestrian system will be determined by design guidelines specifying matters to be considered in implementing the system. iv) The City will enter into any agreements, where deemed appropriate, with development or redevelopment proponents to realize the above.	

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
11. (b)	Pg. 56 Subsection A.2.9.3 Other Policy Areas New Policy 2.9.3.11	CITY		o New Policy is added as follows: "Notwithstanding, the permitted uses set out in Subsection A.2.1, for those lands within the area shown on Schedule "B-1" as SPECIAL POLICY AREA 13, and known municipally as Nos. 221 and 223 Mary Street, restricted industrial/commercial uses may be permitted."	o Clarification of Special Policy Area 13 - Provides for Official Plan Amendment #368 to the existing Official Plan
11. (c)	Pg. 56 Subsection A.2.9.3 Other Policy Areas New Policy 2.9.3.12	CITY		o New Policy is added as follows: "Notwithstanding, the permitted uses set out in Subsection A.2.1 for those lands within the area shown on Schedule "B-1" as SPECIAL POLICY AREA 14, and known municipally as Nos. 24 to 60 Sanford Avenue North, limited light industrial and commercial uses may be permitted."	o Clarification of Special Policy Area 14 - Provides for Official Plan Amendment #371 to the existing Official Plan
11. (d)	Pg. 56 Subsection A.2.9.3 Other Policy Areas New Policy 2.9.3.13	CITY		o New Policy is added as follows: "Notwithstanding, the permitted uses set out in Subsection A.2.1, for those lands within the area shown on Schedule "B-1" as SPECIAL POLICY AREA 15 and known municipally as Nos. 30 to 50 Wentworth Street North and No. 506 Wilson Street, the	o Clarification of Special Policy Area 15 - Provides for Official Plan Amendment #354 to the existing Official Plan

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
12. (a)	Pg. 57 Subsection A.3.1 Hazard lands para. 1 & 2	HRCA NPCA	It is the intent of the policies of this plan that lands which may pose a threat to life and property because of inherent physiographic characteristics such as erosion or flood susceptibility will be deemed to be HAZARD LANDS. For the most part, these lands fall within the 'flood-lines' of the Red Hill, Stoney, Chedoke, and Ancaster Creeks, their tributary watercourses, in addition to the lands within the 'fill and construction limits' of the Niagara Escarpment and Cootes Paradise.	interim use for parking, storage, and maintenance of public transit vehicles may be permitted." o Paragraphs 1 and 2 are deleted, and replaced with the following: Hazard lands are lands which, if developed upon, have inherent environmental hazards such as flood susceptibility, instability or any other physical conditions which are severe enough to pose a risk to occupants of loss of life, property damage and social disruption. For the most part, the boundaries of these lands are defined on mapping in the possession of the Hamilton Region Conservation Authority, pursuant to Ontario Regulation 118/70, and the Niagara Peninsula Conservation Authority pursuant to Ontario Regulation 220/81, all as amended, under the Conservation Authorities Act. Supplementary mapping is available through the Ontario Ministry of Natural Resources.	o Clarification of hazard land definition

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
12.(b)	Pg. 57 Subsection A.3.1 Hazard Lands Para. 3	MNR	"It is intended that all HAZARD LANDS will be preserved and that use of activities which could be adversely affected by, or could increase the inherent hazards, will be prohibited in and adjacent to them."	o Paragraph 3 is changed as follows: "It is intended that all HAZARD LANDS will be <u>conserved...</u> "	o Clarification
12.(c)	Pg. 58 Subsection A.3.1 Hazard Lands Policy 1.1.2(iv)	MNRCA	(iv) No portion of a building, structure, or tile field will encroach into a setback from a stream, natural watercourse or pond, or from valley 'fill-lines' or 'top-of-bank' lines as predetermined by the Conservation Authority having jurisdiction.	o Clause (iv) of Policy 3.1.2 is modified as follows: "No portion of a building, structure, or tile field will encroach into a setback from a stream, natural watercourse or pond, or from valley 'fill-lines' or 'top-of-bank' lines as determined by the Conservation Authority having jurisdiction.	o Clarification
13.(a)	Pg. 60 Subsection A.1.2 Environmentally Sensitive Areas Policy 1.2.1	REGION	"Notwithstanding, the land use designations shown on Schedule "A" and the accompanying policies, those lands identified on Schedule "D" as ENVIRONMENTALLY SENSITIVE AREAS will be preserved in a natural or undisturbed state. Accordingly, the primary uses permitted will be for open spaces, undeveloped parks, public or private recreational uses, conservation uses, and those uses existing at the time of the approval of the Zoning By-law implementing this Plan."	o Policy 3.2.1 will be modified by deleting: "...Zoning by-law implementing this Plan." and substituting the following: "...approval of the Regional Official Plan."	o Compliance with Regional Official Plan

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
13.(b)	Pg. 60 Subsection A.3.2 Environmentally Sensitive Areas Policy 3.2.3	REGION	"Where development or redevelopment is proposed on lands designated ENVIRONMENTALLY SENSITIVE AREAS, Council may consider an application for an amendment to the implementing zoning by-law providing that the proposed use is compatible with the protection of the ENVIRONMENTALLY SENSITIVE AREA and the Parkway Belt West Plan, where applicable. For this purpose, Council may further require of the proponent that a feasibility study and impact analysis be undertaken by a qualified professional with expertise in environmental studies, and that the study and analysis contain the following..."	o Policy 3.2.3 is modified as follows: "Where development or redevelopment is proposed on lands designated ENVIRONMENTALLY SENSITIVE AREAS, Council will consider an amendment application to this plan and/or the implementing zoning by-law providing that the proposed use is compatible with the protection of the ENVIRONMENTALLY SENSITIVE AREA and the Parkway Belt West Plan, where applicable. For this purpose, Council will further require of the proponent that a Feasibility Study and Impact Analysis be undertaken by a qualified professional with expertise in environmental studies, and that this Study and Analysis contain the following:"	o Compliance with Regional Official Plan
13.(c)	Pg. 60 Subsection A.3.2 Environmentally Sensitive Areas Policy 3.2.3 (ii)	REGION	ii) "A description of the purpose of the undertaking; and,"	o Clause (ii) of Policy 3.2.3 is modified as follows: "A description of the purpose of the undertaking <u>including:</u> a) a description of alternative methods of carrying out the undertaking. b) an evaluation of the advantages and disadvantages to the environment of the undertaking; and,..."	o Compliance with Regional Official Plan

Modification Number	O.P. Reference	Origin	Existing Text	Proposed Modification	Reason
13. (d)	Pg. 61 Subsection A.3.2 Environmentally Sensitive Areas New Policy 3.2.6	REGION		o A new Policy is to be added as follows: "Council may waive, with the concurrence of Regional Council, the requirement for a Feasibility Study and Impact Analysis provided it is determined by Council in consultation with other agencies that the study and analysis are not warranted."	o Compliance with Regional Official Plan
14.	Pg. 66 Subsection A.3.4 Division of Land Policy 3.4.1(i)	REGION	"...i) Severances to create new lots where adequate municipal sewer and water services are not available will be prohibited, unless a hardship will be created..."	o Clause (i) of Policy 3.4.1 will be modified as follows: "(i) Severances to create new lots where adequate municipal sewer and water services are not available will be prohibited;"	o Clarification
15. (a)	Pg. 69 Subsection B.1 Staging of Development Policy 1.5	REGION	"Notwithstanding, Policy 1.3 above, Council may vary the specified percentage of planned development in light of special circumstances peculiar to a partially developed neighbourhood, or neighbourhoods within a particular STAGE."	o Policy 1.5 is modified as follows: "Notwithstanding, Policy 1.3 above, Council may request Regional Council to vary the specified..."	o Compliance with Regional Official Plan

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
15. (b)	Pg. 69 Subsection B.1 Staging of Development Policy 1.6	REGION	"Notwithstanding, Policies 1.3 and 1.4 above, where there is considerable development which has already taken place without Engineering Services, Council may permit further infilling and rounding out of such development."	Existing Policy is modified as follows: "Notwithstanding Policies 1.3 and 1.4 above, where there is considerable development which has already taken place without Engineering Services, Council may permit further <u>minor</u> infilling and rounding out of such development."	o Clarification
16.	Pg. 74 Subsection B.2.3 Storm Drainage Policy 2.3.3	MNR	"Council will not permit any new development or redevelopment where it would interfere with or reduce the drainage capacity of any natural watercourse or result in any pollution and drainage problems along watercourses and their tributaries."	o Policy 2.3.3 is modified with the addition of the following "In addition, Council will co-operate with all federal and provincial agencies having statutes, regulations, or policies applying to watercourses and to storm drainage."	o Notice of provincial and federal statutes applicable within the municipality
17.	Pg. 75 Subsection B.2.4 Solid Waste Disposal Policy 2.4.5	CITY	"Council will co-operate with the Region, during the final stages of deposition of the sanitary landfill site on the East Mountain, to consider its potential for recreational purposes. Accordingly, consideration will be given but not limited to the contouring of lands. This will be carried out in a manner that is environmentally acceptable and subject to the approval of the Ministry of the Environment."	o Policy 2.4.5, is modified as follows: "Council will co-operate with the Region, during the final stages of the <u>disposition</u> of the..."	o Typographical Correction

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
18. (a)	Pg. 79 Subsection B.3.1 Road Network Policy 3.1.4(i)	MTC MAH	"...(1) INTER-REGIONAL HIGHWAYS will have right-of-way widths and design standards adequate to accommodate long distance traffic;..."	o Clause (i) of Policy 3.1.4 is modified by the addition of the following: "...long distance traffic; the right-of-way widths and design standards of highways under the jurisdiction of the province are determined by the Ontario Ministry of Transportation and Communications."	o Clarification of jurisdiction
18. (b)	Pg. 83 Subsection B.3.1 Road Network Policy 3.1.17	CITY	"Council, in reviewing new subdivision plans, development and/or redevelopment proposals, will require, as a general standard, that sidewalks be provided adjacent to the development."	o Policy 3.1.17 is modified as follows: "Council in reviewing new subdivision plans, development and/or redevelopment proposals, will require, as a general standard, that <u>sidewalks be provided within the development.</u>"	o Clarification
18. (c)	Pg. 83 Subsection B.3.1 Road Network Policy 3.1.18	MNR CITY		o A new Policy is to be added as follows: "It is the intent of Council to permit temporary licensed wayside pits and quarries for the construction and maintenance of public ROADS, without amendment to this Plan. However, they will not be permitted in areas designated for Residential purposes or in areas where environmental disruption may occur. Further, Council will request the Ministry of Natural Resources to refer all applications for a permit to open,	o To provide for the utilization of aggregate resources for public works should limited amounts be found during a specific project.

Modification Number	O P Reference	Origin	Existing Text	Proposed Modification	Reason
19.	Pg. 86 Subsection B.3.2 Public Transit Policy 3.2.11 New clause (vi)	CITY		establish or operate a temporary wayside pit or quarry to the City prior to issuing such a permit. In this regard, Council may make recommendations to the Ministry regarding the method of operation and rehabilitation." o A new clause (vi) is to be added to existing policy 3.2.11 as follows: "...vi) Integration of the system with transfer points to conventional transit modes,"	o Clarification of TRANSIT policies
20. (a)	Pg. 88 Subsection B.3.3 Public and Private Parking Policy 3.3.9	CITY	"Those lands that are vacant and which may be advantageously utilized to relieve PARKING difficulties in the City may be authorized by COUNCIL to be used as "temporary" PARKING lots, subject to the following;..."	o The following addition is to be made to Policy 3.3.9: "Notwithstanding other policies in this Plan, those lands that are..."	o Clarification

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
20. (b)	Pg. 88 Subsection B.3.3 and Private Parking Policy 3.3.9 (iii)	CITY	"...(iii) The use of such vacant lands for temporary PARKING will not exceed two (2) years, of the period which the owner at the time of authorization for PARKING purposes continues to be the owner thereof, whichever is the lesser, as provided in The Planning Act..."	o Clause (iii) of Policy 3.3.9 is modified by deleting the word "of" and replacing it with the word "or", in the second line as follows: "The use of such vacant lands for temporary PARKING will not exceed two (2) years, or the period which the owner of the land..."	o Grammatical correction
20. (c)	Pg. 88 Subsection B.3.3 and Private Parking Policy 3.3.9	CITY		o The following clause is added to existing Policy 3.3.9 "iv) Notwithstanding the above, Council may extend approval for temporary PARKING for additional periods as provided for in clause iii) above, upon termination of the approval period or upon change in ownership, and in either instance upon specific application to Council for such extended approval."	o Clarification of parking policies
21. (a)	Pg. 90 Subsection B.3.5 Rail Service Policy 3.5.2	MMI RAILWAY MOE		o A new Policy 3.5.2 is to be added as follows: "Provincial rail noise policies are currently under review. It is the intention of Council that once these policies are approved they may be adopted by amendment to this plan, and may be implemented by neighbourhood plans, development or subdivision agreements and zoning by-law provisions."	o Provision for Provincial rail noise policies to be incorporated into the Plan, once they are available

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
21. (b)	Pg. 90 Subsection B.3.5 Rail Service Policy 1.5.2 New Clause (i)	MAH PAII,- WAY MOE		o Policy 3.5.2 is modified by the addition of the following new clause i): "i) Prior to the approval of residential and institutional development or redevelopment proposals adjacent to RAIL lines, Council may require that a study and analysis of noise, vibration and air quality may be carried out by the owner. Such a study will be to the satisfaction of Council in consultation with the Region and appropriate agencies and according to terms of reference established by Council in consultation with others."	o Acknowledgement of the possibility of noise and vibration adjacent to railways and provision for study and mitigation provisions in new developments
22. (a)	Pg. 101 Subsection C.1.1 Parkland Policy 1.1.8 Clause (ii)	CITY	"...ii) Community PARKLAND objectives will be decreased where there is a surplus or shortfall of School sites in accordance with the objectives for High Schools set out in Subsection C.1.2."	o Clause ii) of Policy 1.1.8 is modified as follows: "ii) Community PARKLAND objectives will be decreased or increased where there is a..."	o Clarification

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
22. (b)	Pg. 103, Subsection C.1.1 Parkland Policy C.1.1.13	MNR	"In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region in determining the requirements of regionally significant recreation areas. In addition, Council will partake in any recreation study that might be initiated by the Region."	o Policy 1.1.1.13 is modified as follows: "In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region, and supra-regional agencies in determining..."	o Notice of Provincial jurisdiction
23. (a)	Pg. 110 Subsection C.4 Pollution Policy 4.5	MNR	"Council will encourage the appropriate agencies to ensure that landfill sites which are exposed to the erosional forces of wind and/or wave action are adequately secured and landscaped to the satisfaction of the Ministry of the Environment."	o Existing Policy 4.5 is deleted and replaced by the following "4.5 Council will encourage the appropriate agencies to ensure that landfill sites which are exposed to the erosional forces of wind and/or wave action and surface water drainage are adequately secured according to established engineering practices and landscaped to the satisfaction of the Ministry of the Environment, Ministry of Natural Resources and Conservation Authorities having jurisdiction."	o Prevent unnecessary erosion by unacceptable engineering practices
23. (b)	Pg. 111 Subsection C.4 Pollution Policy 4.8	CITY	"....ii) Minimize speed limits on unpaved roads; and,..."	o Policy 4.8 is modified by the following change to clause (ii): "ii) Minimizing speed limits on unpaved roads; and..."	o Grammatical correction

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
24.	Pg. 114 Subsection 6.6 Historic and Architectural Resources New Policy 6.7	MCR		o A new Policy is to be added as follows: "6.7 Council recognizes that there are sites with archeological significance within the City that are worthy of conservation. Accordingly, where there is reasonable expectation that archeological potential exists, Council shall consult with the Regional Archeologist of the Ontario Ministry of Culture and Recreation for advice concerning the conservation and protection of such sites."	o Acknowledgement of the archeological heritage of the Municipality
25.	Pg. 120 Subsection 6.7 Residential Environment, and Housing Policy 7.18	CITY	"On receiving an application for proposed RESIDENTIAL development within one (1) kilometre from the edge of an existing or proposed Arterial, Inter-Regional Highway or Railway rights-of-way, Council will:..."	o Policy 7.18 is modified as follows: "On receiving an application for proposed RESIDENTIAL development within one (1) kilometre from the edge of an existing or proposed Arterial, Inter-Regional Highway, or Railway rights-of-way, <u>identified by Council as requiring</u> attenuation measures, Council will..."	o Clarification

25.

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
26.(a)	Pg. 124 Subsection D.1 Regional Official Plan Policy 1.2	CITY	"Council will not approve amendments to this Plan, Secondary Plans, or by-laws which do not conform with the REGIONAL OFFICIAL PLAN, and may request initiating of amendments to the Regional Official Plan when warranted."	o Policy 1.2 is modified as follows: "Council will not approve amendments to this Plan, Neighbourhood Plans, or by-laws which do not conform with the REGIONAL OFFICIAL PLAN, but may request initiation..."	o Clarification
26.(b)	Pg. 124 Subsection D.1 Regional Official Plan Policy 1.3	REGION	"Proposed amendments to this Plan, and implementing Secondary Plans and by-laws will be circulated to the Region of Hamilton-Wentworth for its consideration and for certification of conformity to Regional Policy."	o Existing Policy 1.3 is deleted and replaced by the following: "Proposed amendments to this Plan, Neighbourhood Plans, and revisions thereto, and implementing by-laws will be circulated to the Region of Hamilton-Wentworth for its consideration and for certification of compliance to the Regional Policy."	o Compliance with Regional Plan
27.	Pg. 136 Subsection D.6 Official Plan Amendments and Reviews Policy 6.1 (iii)	CITY	"...iii) AMENDMENTS will be required when a major change to a land use designation or a major public work is proposed that does not conform to the policies herein or any other major change that is proposed to the policies of this Plan; and,..."	o Policy 6.1 is modified by deleting clause iii) and replacing it with the following: "AMENDMENTS will be required when a major change in land use designation or a major public work is proposed that does not comply with the policies herein or any other major change that is proposed to the policies of this PLAN. Amendments will also be required where Council intends to approve a Neighbourhood	o Clarification following MMF policy of requiring secondary plans to be approved as amendments to the Plan

Modification Number	OP Reference	Origin	Existing Text	Proposed Modification	Reason
28.	Pg. 138 Subsec- tion D.8 Inter- pretation Policy 8.5	CITY	"8.5 Any zoning by-laws implementing this plan will contain a provision which exempts the development of land for bona fide shipping and navigation purposes by Hamilton Harbour Commissioners."	Plan which affects the intensity of any land use, changes the intended use of any lands, or otherwise does not comply with the policies herein." o Existing Policy 8.5 is deleted and replaced by the following: "Any Zoning By-laws implementing this Plan will contain a provision that exempts the development of land for bona fide shipping and navigation purposes by the Hamilton Harbour Commissioners, or for electric power facilities by Ontario Hydro, or any other essential operations of government and utilities, from the policies of this plan and by-law."	o Clarification and re-enforcement of the exemption afforded Hamilton Harbour Commissioners, Ontario Hydro, and Government from the policies of the Plan and Zoning By-law

MODIFICATION 29 - SCHEDULE "A" LAND USE CONCEPT

27.

MODIFICATION 29	CHANGE IN LAND USE DESIGNATION FROM	TO	ORIGIN	REASON
A	Addition of a dashed line		MAH	o Clarify Data Base
B	Institutional&Comm.	Major Institutional	CITY	o Clarification
C	Residential	Commercial	CITY	o Reflect Official Plan Amendment 359 to Existing O.P.
D	Residential	Commercial	CITY	o Reflect Official Plan Amendment 318 to Existing O.P.
E	Residential	Commercial	CITY	o Clarification
F	Open Space	Residential	CITY	o Clarification
G	Institutional	Residential	CITY	o Clarification
H	Commercial	Residential	CITY	o Reflect Official Plan Amendment 358 to Existing O.P.
I	Commercial	Open Space	CITY	o Reflect Official Plan Amendment 358 to Existing O.P.
J	Industrial	Open Space	CITY	o Reflect Official Plan Amendment 358 to Existing O.P.
K	Residential	Open Space	CITY	o Reflect Official Plan Amendment 358 to Existing O.P.
L	Industrial	Residential	CITY	o Reflect Official Plan Amendment 358 to Existing O.P.
M	Residential	Commercial	CITY	o Reflect Official Plan Amendment 365 to Existing O.P.
N	Identification of Sub-Regional Centres		CITY	o Identify location of Sub-Regional Centres
O	Residential	Commercial	CITY	o Reflect Official Plan Amendment 353 to Existing O.P.
P	Residential	Commercial	CITY	o Reflect Official Plan Amendment 366 to Existing O.P.
Q	Residential	Commercial	CITY	o Reflect Existing Automobile Service Station
R	Residential	Commercial	CITY	o Reflect Established Planning Intent For This Location
S	Residential	Commercial	CITY	o Reflect Established Planning Intent For This Location
T	Residential	Commercial	CITY	o Reflect Official Plan Amendment 360 to Existing O.P.
U	Commercial	Residential	CITY	o Reflect Official Plan Amendment 367 to Existing O.P.
V	Residential	Open Space	CITY	o Reflect Official Plan Amendment 370 to Existing O.P.
W	Residential	Major Institutional	CITY	o Reflect Official Plan Amendment 370 to Existing O.P.
X	Residential	Commercial	CITY	o Reflect Official Plan Amendment 370 to Existing O.P.
Y	Commercial	Industrial	CITY	o Reflect Official Plan Amendment 358 to Existing O.P.
Z	Open Space	Residential	CITY	o Reflect Albiion Falls' Developmental Plan

MODIFICATION NUMBER 30

Schedule "B", SPECIAL POLICY AREAS, (Attached), is modified as follows:

(a) By the addition of the following, identified as 30(a), to the legend:

"Area 1(a) refer to Subsection A.2.9.1	
Area 1(b) " " " A.2.9.1	
Area 2 " " " A.2.9.2	
Area 3 " " " A.2.9.3, Policy 2.9.3.1	
Area 4 " " Policy 2.9.3.2	
Area 5 " " " 2.9.3.3	
Area 6 " " " 2.9.3.4	
Area 7 " " " 2.9.3.5	
Area 8 " " " 2.9.3.6	
Area 9 " " " 2.9.3.7	
Area 10 " " " 2.9.3.8	
Area 11 " " " 2.9.3.9."	

MODIFICATION 31

A new Schedule "B-1", OTHER SPECIAL POLICY AREAS, is added to the proposed Official Plan, as attached.

MODIFICATION 32

Schedule "C", HAZARD LANDS, (Attached) is modified by the addition of the lands coloured in red.

CHANGE IN LAND USE DESIGNATION		
Modification	FROM	TO
29		
A	addition of a data base line	
B	residential & commercial	major institutional
C	residential	commercial
D	residential	commercial
E	residential	commercial
F	open space	residential
G	residential	residential
H	commercial	residential
I	commercial	open space
J	industrial	open space
K	residential	open space
L	industrial	residential
M	residential	commercial
N	modification of sub regional centres	
O	residential	commercial
P	residential	commercial
Q	residential	commercial
R	residential	commercial
S	residential	commercial
T	residential	commercial
U	commercial	residential
V	residential	open space
W	residential	major institutional
X	residential	commercial
Y	commercial	industrial
Z	open space	residential



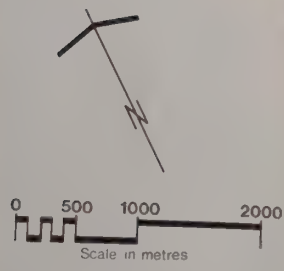
land use concept

legend

- residential
- commercial
- industrial
- open space
- open water
- major institutional
- utilities
- central policy area
- special policy area, windermere basin
- pier numbers
- sub regional centre

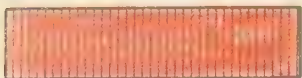
schedule A

to the official plan
for
the city of hamilton
June 1980





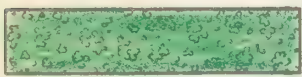
residential



commercial



industrial



open space



open water



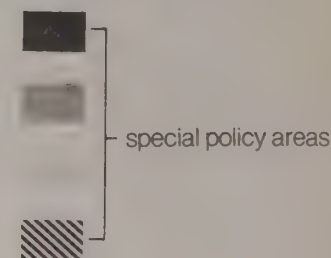
major institutional





special policy areas

legend



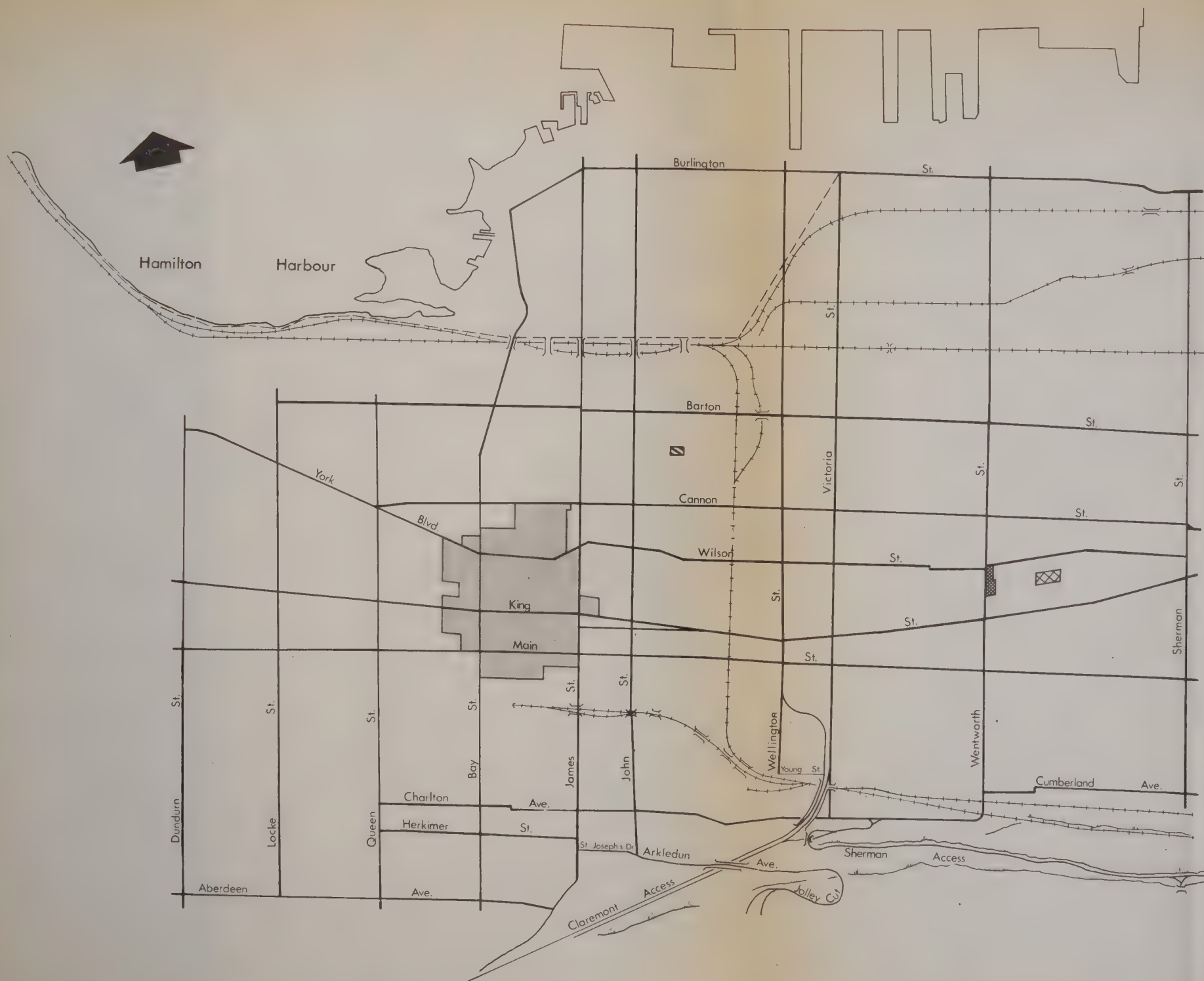
MOD 30(a)

Area 1 (a)	refer to Subsection A.2.9.1.
Area 1 (b)	" " " A.2.9.1.
Area 2	" " " A.2.9.2.
Area 3	" " " A.2.9.3, policy 2.9.3.1
Area 4	" " Policy 2.9.3.2.
Area 5	" " " 2.9.3.3.
Area 6	" " " 2.9.3.4.
Area 7	" " " 2.9.3.5.
Area 8	" " " 2.9.3.6.
Area 9	" " " 2.9.3.7.
Area 10	" " " 2.9.3.8.
Area 11	" " " 2.9.3.9. "

schedule B

to the official plan
for
the city of hamilton

march 1982



MODIFICATION 31

other special
policy areas

legend

-  12 refer to policy 2.9.3.10. (mod 11(a))
-  13 refer to policy 2.9.3.11. (mod 11(b))
-  14 refer to policy 2.9.3.12. (mod 11(c))
-  15 refer to policy 2.9.3.13. (mod 11(d))

schedule B - 1

to the official plan
for
the city of hamilton
March 1982

hazard lands

legend



hazard lands

(for more precise delineation of hazard lands, refer to the flood and fill line mapping approved by the appropriate conservation authority)



MOD 32 hazard lands



schedule C

to the official plan
for
the city of hamilton
march 1982

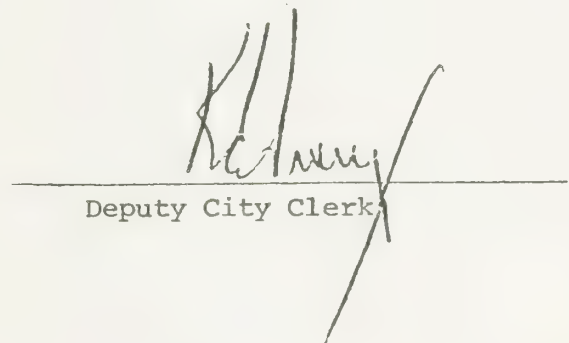


CITY COUNCIL
HAMILTON CANADA

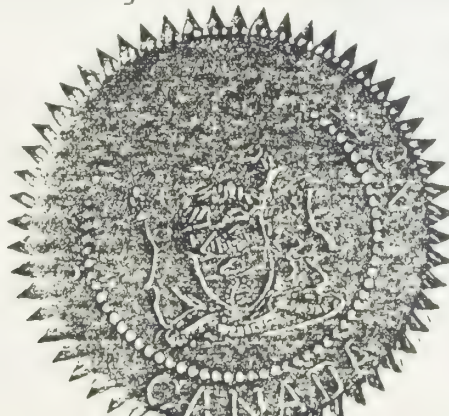
DUPLICATE
ORIGINAL
OF
OFFICIAL PLAN
FOR THE
HAMILTON PLANNING AREA

The attached maps, Schedules "A", "B", "C", "D", "E", "F" and "G" and explanatory text constituting the Official Plan of The Hamilton Planning Area has been prepared by the Hamilton Planning and Development Committee and was recommended to the Council of the City of Hamilton under provisions of Sections 12 and 13 of The Planning Act on August 26th, 1980.


MAYOR


Deputy City Clerk

This Plan was adopted by the Corporation of the City of Hamilton by By-law No. 80-238 in accordance with Section 13 of The Planning Act on the 26th day of August, 1980.



The Corporation of the City of Hamilton

BY-LAW NO. 80-238

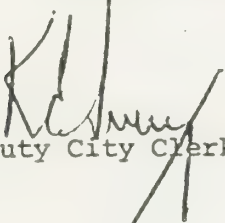
To Adopt:

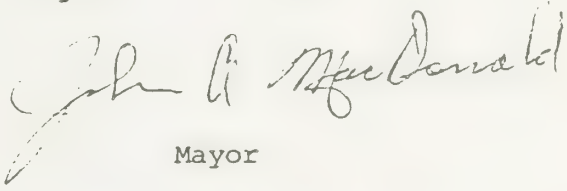
THE OFFICIAL PLAN OF THE CITY OF HAMILTON PLANNING AREA

The Council of The Corporation of the City of Hamilton
enacts as follows:

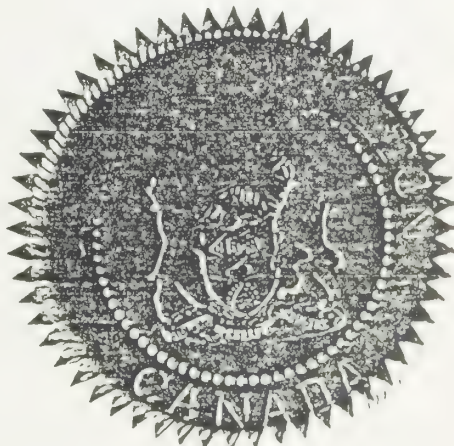
1. The Official Plan of the Hamilton Planning Area consisting of Schedule 1, hereto annexed and forming part of this by-law, is hereby adopted.
2. It is hereby authorized and directed that such approval of the Official Plan referred to in section 1 above as may be requisite, be obtained and for the doing of all things for the purpose thereof.

PASSED this 26th day of August A.D. 1980.


Deputy City Clerk


Mayor

(1980) 27 R.P.D.C. 1(a), August 26



SCHEDULE 1

To By-Law No. 80-238

CITY OF HAMILTON OFFICIAL PLAN

Prepared by:
PLANNING AND DEVELOPMENT DEPARTMENT
of the Regional Municipality of Hamilton-Wentworth

AUGUST, 1980

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PART ONE — INTRODUCTION

A — Purpose of the Plan

B — Basis of the Plan

C — Assumptions

D — Plan Preparation, Format
and Interpretation

A. Purpose of the Plan

The Official Plan for the City of Hamilton is a comprehensive guide to co-ordinate public and private actions in an orderly manner by defining future relationships among land uses and municipal services. In particular, the Official Plan:

- expresses long-term intentions on the nature and extent of growth and the protection of the natural and man-made resources through a land use and management strategy for Hamilton to the year 2001;
- provides the terms of reference for public works and private initiatives, and functions as a standard against which the City evaluates the appropriateness of such initiatives in relation to the land use and management strategy;
- functions as an intermediary between the broad concepts of the Regional Municipality of Hamilton-Wentworth Official Plan (hereinafter referred to as the "Regional Official Plan"), the intentions of the Niagara Escarpment Plan and the Parkway Belt West Plan, local conditions and municipal objectives; and,
- defines the means for implementing municipal planning intentions by such measures as special studies, secondary plans and zoning by-laws.

B. Basis of the Plan

The basis for the preparation of this Official Plan for the City of Hamilton is founded in the following factors:

- The original Official Plan was approved by the Minister of Planning and Development on June 12th, 1951. Given its relative simplicity, consisting of a land use map and an accompanying page of text, as well as the spatial growth of the City due to annexations, the Plan was subsequently amended over three hundred times. Except for the more recent major land use amendments, few of these amendments introduced policy applicable throughout the City. This has made the Plan complex and administratively difficult to interpret.

Accordingly, a new Plan is required which establishes comprehensive policy direction applicable throughout the City and at a level of detail which would reduce the frequency of amendments experienced in the past. In addition, a framework is required which could be amended, when warranted, in a uniform manner without jeopardizing the general intentions of the Plan.

- Various changes to The Planning Act and the advent of other planning-related legislation in recent years requires a Plan which enables municipal decision-makers to effectively utilize all planning powers bestowed to them in the growth and management of Hamilton.
- The regulations and policies of such supra-regional agencies as the Niagara Escarpment Commission, the Conservation Authorities and the Parkway Belt West Plan, who have jurisdiction within the City, have necessitated a Plan which adapts their policies to local planning intentions.
- A number of planning-related studies have been initiated on behalf of the City, whose findings have significant implications on the growth and management of Hamilton. This has necessitated a Plan which recognizes the recommendations of the various secondary planning (neighbourhood) studies, the Central Area Plan, the Commercial Plan policies, the Transportation Plan policies, among others, within the general planning intentions of the City.

- Subsequent to the formation of the Regional Municipality of Hamilton-Wentworth in 1974 (hereinafter referred to as the "Region"), a Regional Official Plan has been prepared which provides broad policy and growth direction for the area municipalities. As such, a Plan for Hamilton is required which brings municipal policies into conformity with the intentions of the Regional Official Plan.
- The changing demographic trends witnessed in recent years (i.e., the aging of the post-war baby boom and growth in the prominence of non-family households) were not envisaged some thirty years ago in the preparation of the existing Official Plan. As a result, there is now a need to incorporate the implications of these changes in a new Plan for Hamilton.

C. Assumptions

The Official Plan for the City of Hamilton is based on a number of assumptions which set the framework for policy by defining the anticipated function and character of the City, as well as the rate and configuration of growth during the operation of the Plan. Specifically, the Plan is based on the following assumptions:

- The City of Hamilton will continue as the major urban community within, and an integral component of, the Region. It is anticipated that the City will function as the primary centre for employment, shopping and residences serving the Region.
- The City will be able to accommodate a population of up to 386,000 persons by the year 2001.
- The majority of anticipated growth will occur on the Mountain, commensurate with the provisions of engineering and community services, although redevelopment will occur to some extent in the older lower portion of the City. It is anticipated that growth and redevelopment will be at a scale and density that is energy efficient and is sensitively integrated with the established urban pattern.

D. Plan Preparation, Format and Interpretation

In 1975, a planning program was initiated to prepare a new Official Plan for the City of Hamilton. This program began by detailed analyses of various land uses and the formulation of appropriate policies consisting of the:

Open Space Plan (1977);
 Industrial Plan (1978);
 Residential Plan (1978);
 Harbour Area Plan (1979);
 Commercial Plan Study (1979); and,
 Transportation Plan Study (1979).

The last phase in this program was to consolidate these elements, in addition to providing policy direction in other associated areas of concern such as general growth and management, engineering services, amenity and design, and implementation.

The end result of this exercise has been the preparation of a comprehensive Plan for the City of Hamilton.

The Official Plan is organized in the following manner:

- Part One - 'Introduction' - details the basis and assumptions underlying the Plan.
- Part Two - 'The Plan' - is set out in four sections. Each section is introduced by paragraphs of explanation in italics, followed by numbered Policy statements and related Schedules. The Policy statements and Schedules will govern through the authority of The Planning Act where it states that no public works shall be undertaken or no by-laws passed that do not conform to the Plan, and accordingly, will require the approval of the Minister of Housing.

The paragraphs of explanation are provided only to assist in the interpretation of the Policy statements and help to clarify the general intent of the Plan. Accordingly, they will not require Ministerial approval.

In the case of a discrepancy between the Policy statements and related Schedules, the policies will supersede. A change to the policy statements will require an amendment to the Plan.

- Part Three - Appendices - summarize the findings of the various studies undertaken in the preparation of the Plan.

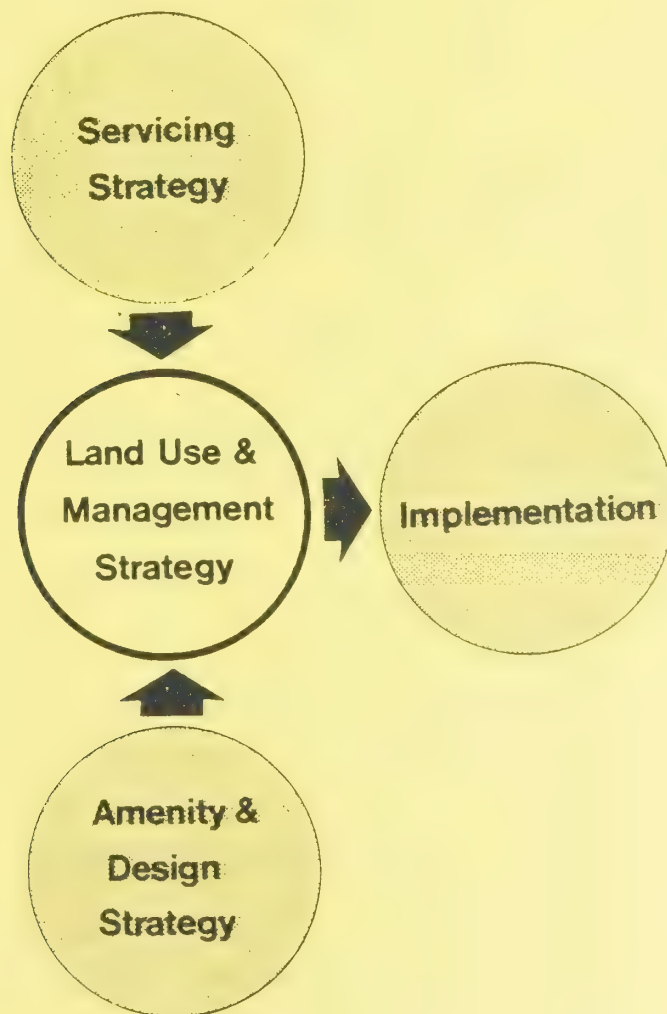
PART TWO — THE PLAN

- Section A — Land Use and Management Strategy
- Section B — Servicing Strategy
- Section C — Amenity and Design Strategy
- Section D — Implementation

SectionA: Land Use and Management Strategy

In keeping with the general intentions of the Regional Official Plan, and the findings of the various projections, background studies and analysis undertaken in the preparation of this Plan, a LAND USE AND MANAGEMENT STRATEGY has been devised to guide the nature and physical extent of anticipated growth in Hamilton to the year 2001. This STRATEGY:

- *expresses population and employment assumptions for growth; and,*
- *prescribes an attainable Land Use Concept.*



SUBSECTION A.1

ANTICIPATED GROWTH

The Regional Official Plan anticipates that the Region may reach a population of approximately 550,000 persons by the year 2001, and has allocated a population figure of 386,000 to the City of Hamilton. It is the intent of this Plan that population be distributed equitably in relation to the established development pattern and the capacity of existing and future services.

It is also anticipated in the Regional Official Plan that in the future, a greater proportion of the City's population will be in the working age group (14 to 65). Indications are that there will also be more women in the work force. Given these two factors, it is anticipated that Hamilton may reach a work force of 233,500 by the year 2001. Accordingly, every measure is taken in the subsequent sections of this Plan to accommodate growth up to these figures.

- 1.1 Council will monitor on an annual basis population growth and related housing needs in order to identify required amendments to this Plan, or Secondary Plans and/or the Five-Year Capital Works Program.
- 1.2 In order to effectively accommodate ANTICIPATED GROWTH, Council will endeavour to ensure that:
 - i) The various School Boards are satisfied that adequate provision to accommodate any additional school children can be made;
 - ii) Sufficient community facilities such as parks, recreation facilities or libraries can be provided;
 - iii) Any increases in traffic may be accommodated by the road network without causing unacceptable congestion, accident hazard or nuisance to adjacent residential areas;
 - iv) Residential amenities are maintained; and,
 - v) Adequate engineering services such as sewage disposal facilities, water supply and storm drainage can be made available without undue additional cost.

- 1.3 Council will promote economic growth by co-operating with the Region and other agencies to attract industry and commerce to the City.

SUBSECTION A.2

LAND USE CONCEPT

The intent of this Official Plan is to define, through the LAND USE CONCEPT, the nature and extent of future growth, while promoting an orderly and attractive community. The pattern of land use established on Schedule "A" and accompanying policies are intended to:

- *maintain a desirable diversity of land uses within the City by designating areas to be utilized for Residential, Commercial, Industrial, Major Institutional, Open Space and other uses;*
- *channel growth into groupings of complementary land uses to utilize conditions most suited to the requirements of each group;*
- *establish a land use pattern which ensures that services and utilities may be effectively used; major open spaces, conservation or environmentally-sensitive areas are protected; and sufficient shopping, recreation and employment opportunities may be accommodated which are reasonably accessible from Residential uses; and,*
- *promote the central area as the major multi-use focus of community life and commerce for the City and Region, supplemented by two multi-use nodes similar in function, but smaller in scale, at other locations.*

SUBSECTION A.2.1

RESIDENTIAL USES

It is the intent of this Plan to ensure that the RESIDENTIAL USE of land is sufficient to accommodate anticipated population growth and changing demands for RESIDENTIAL development of varied styles and densities, while ensuring the maintenance of amenities for residents. As well, the Plan is intended to ensure that new RESIDENTIAL development or redevelopment is appropriately located; is compatible with surrounding development; is not subjected to noxious impacts; and achieves the conservation and efficient use of energy.

- 2.1.1 The primary uses permitted in the areas designated on Schedule "A" as RESIDENTIAL will be for dwellings. Various types of dwellings are included within this designation, while preference will be given to the locating of similar densities of development together.
- 2.1.2 Lands designated for RESIDENTIAL USES within the Central Policy Area are not indicated on Schedule "A". In recognition of the multiplicity of land uses, policies will be identified in more detail in Subsection A.2.8, Central Policy Area.
- 2.1.3 Within areas designated RESIDENTIAL, land uses compatible to dwellings and deemed necessary by Council to serve the needs of local residents will be permitted, including, but not limited to:
 - i) Public parks less than .4 hectare in size;
 - ii) Schools, churches and similar institutional uses less than .4 hectare in size, in accordance with the provisions for Major Institutional Uses as set out in Subsection A.2.6 of this Plan;
 - iii) Individual retail or service stores in a multiple dwelling containing at least 100 dwelling units, expressly to serve the occupants therein; and,
 - iv) Limited individual or groups of commercial uses on sites not exceeding .4 hectare in area, excluding Automobile Service Stations, in accordance with the Local Commercial Uses and General Provisions set out in Subsection A.2.2 of this Plan.

- 2.1.4 Where compatible uses are permitted, to preserve the amenities of and support RESIDENTIAL USES in the area, new development will, subject to the Zoning By-law:
- i) Be required to be provided with adequate yards, off-street parking and loading, landscaping, screening, buffering or other such measures as determined by Council; and,
 - ii) Not provide outside storage or engage in any use of land in a manner having a detrimental impact on the adjacent RESIDENTIAL USES.
- 2.1.5 In order to preserve and utilize older buildings no longer appropriate for RESIDENTIAL use, and to provide a specialty type of Commercial service in proximity to the central area of the City, Council may permit the conversion of existing RESIDENTIAL buildings located in high-density RESIDENTIAL areas for Commercial uses such as financial offices, as may be identified through the preparation of Secondary Plans.
- 2.1.6 It is the intent of Council that a variety of housing styles, types and densities be available in all RESIDENTIAL areas of the City, and further, that proposals for new development or redevelopment will contribute to the desired mix of housing where practicable. In this regard, Council will be guided by the Housing Policies of Subsection C.7 and the Secondary Plan Policies of Subsection D.2.
- 2.1.7 Council will encourage the design of RESIDENTIAL areas which complement the natural features of the area and utilize energy saving measures such as, but not limited to:
- i) Reduced road lengths;
 - ii) Building orientation;
 - iii) Retention of existing trees and other vegetation;
 - iv) Clustering of units;
 - v) Such other matters as Council deems necessary; and be in keeping with the provisions of Subsection C8, Energy.

- 2.1.8 Subject to the Ontario Building Code, as amended from time to time, development and redevelopment designs which reflect improved energy efficiency and take into account innovations in building technology will be encouraged.
- 2.1.9 Subject to the policies of Subsection B.1, preference will be given to the complete development of RESIDENTIAL neighbourhoods.
- 2.1.10 The ultimate average population density of the currently undeveloped and developing areas of the City will not exceed 90 persons per gross hectare of land designated for RESIDENTIAL purposes on Schedule "A".
- 2.1.11 Plans for redevelopment will, to the satisfaction of Council, ensure that the RESIDENTIAL character of the area will be maintained or enhanced and that the redevelopment will not burden existing facilities and services.
- 2.1.12 In evaluating the merits of any proposal for multiple-family RESIDENTIAL development, Council will be satisfied that the following considerations are met:
 - i) The height, bulk and arrangement of buildings and structures will achieve harmonious design and integrate with the surrounding area; and,
 - ii) Appropriate open space, including landscaping and buffering, will be provided to maximize the privacy of residents and minimize the impact on adjacent lower-density uses.

SUBSECTION A.2.2

COMMERCIAL USES

It is the general intent of this Plan that COMMERCIAL development occur in an orderly manner, consistent with the needs of the community. The Plan promotes a hierarchy of COMMERCIAL categories to best serve the residents of the City, and to recognize and accommodate the locational, trade area or special requirements of businesses of varying size and function.

The Plan promotes a high aesthetic quality in all COMMERCIAL areas and endeavours to minimize their impacts on adjacent land uses, most importantly, Residential uses. It is intended that all COMMERCIAL areas be readily and safely accessible and be provided with adequate parking and loading facilities.

The Central Policy Area is recognized as the highest level in the COMMERCIAL hierarchy and is promoted as the principal retail centre for both the City and the Region, offering the widest range of goods and services. Due to the diversity in land uses within the Central Policy Area, specific policies are articulated in Subsection A.2.8, Central Policy Area.

Further, the Plan promotes Shopping Centres of varying sizes, ranging from Sub-Regional Shopping Centres down to the smaller Neighbourhood Shopping Centres. It is intended that such Centres be distributed to provide sufficient business opportunity and consumer choice without undermining the primacy and viability of the Central Policy Area.

It is the intent of this Plan to recognize the value of existing Extended Commercial areas, their potential and special impacts. Within this category are:

- Ribbon Commercial areas, which are similar in function, but are generally smaller in scale and more reliant on pedestrian trade; and,*
- Highway Commercial areas primarily oriented to the travelling public and automobile-borne traffic and thus dependent upon a location on a major road providing ready exposure and ease of access.*

The Plan promotes the infilling and consolidation of these areas so as to restrict unnecessary extension or enlargement.

Additionally, policy direction is provided regarding such matters as Commercial-related parking, mixed Commercial/Residential developments, Local Convenience Commercial, and Automobile Service Stations.

2.2.1 The primary uses permitted in the areas exceeding .4 hectare designated on Schedule "A" as COMMERCIAL will be for Commerce. In this regard, Commerce is defined as establishments involved in the buying and selling of goods and services; business offices; and hotels, convention and entertainment facilities. In addition to the primary permitted uses, limited Residential may be permitted within COMMERCIAL areas provided Council will be satisfied that the following provisions are adequately met:

- i) Access drive and parking will be screened and/or buffered such that noise, light or undesirable visual impacts emanating from neighbouring COMMERCIAL use are mitigated;
- ii) Any impacts emanating from adjacent COMMERCIAL uses which will detract from the amenity of the Residential use will be minimized; and,
- iii) In the case of a Residential use ancillary to a COMMERCIAL use, sufficient amenity space will be provided exclusively for the Residential component and be physically separated from the COMMERCIAL component and associated customer parking areas.

2.2.2 Council recognizes that the COMMERCIAL structure of the City operates within a hierarchy of categories ranging from the Central Policy Area (which, as defined by the Regional Official Plan, is intended to function as the "Regional Centre"), to Local Convenience Commercial uses. Except for the Central Policy Area, the hierarchy is not designated on Schedule "A" to this Plan. The location and distribution of such categories will be identified through Secondary Plans as set out in Subsection D.2.

2.2.3 Further, it is intended that the policies for the various categories in the COMMERCIAL hierarchy will provide guidance to Council when considering amendments to this Plan or to the Zoning By-law.

- 2.2.4 The Central Policy Area will be promoted as the principal retail, business and service centre in the Region, and in the context of the overall COMMERCIAL structure of the City. Accordingly, the Central Policy Area will be considered to be the preferred location for the major concentration of COMMERCIAL Uses in the City and in the Region. Policies for the Central Policy Area are detailed in Subsection A.2.8.

SHOPPING CENTRES

- 2.2.5 The SHOPPING CENTRES category applies to groups of Commercial establishments planned and developed as a unit, and having no less than 1,400 square metres of gross floor area.
- 2.2.6 In addition to the primary permitted uses as set out in Policy 2.2.1, the following ancillary uses may be permitted in SHOPPING CENTRES: malls and public concourses, landscaped garden areas, private and public washrooms, parking areas, truck loading and service areas, employee rest areas, as well as mechanical, electrical and maintenance areas. Residential uses may be permitted where they will not restrict or interfere with the function of the primary permitted uses, subject to the General Provisions of this Subsection.
- 2.2.7 Council recognizes SHOPPING CENTRES as appropriate forms of Commercial development necessary to the economic health of the City and the Region. In this regard, Council will utilize the following classifications of SHOPPING CENTRES in the preparation of Secondary Plans:
- i) A Sub-Regional Shopping Centre will have a minimum of 55,000 square metres of gross floor area and function as the focus of a multi-use node as provided for in the Regional Official Plan;
 - ii) A Community Shopping Centre will have a gross floor area of 14,000 square metres to a maximum of 55,000 square metres; and,
 - iii) A Neighbourhood Shopping Centre will have a gross floor area of 1,400 square metres to a maximum of 14,000 square metres.

2.2.8 It is the intent of Council that new, extended or enlarged SHOPPING CENTRES proposed on lands not designated Commercial in this or other plans of the City will not jeopardize the viability of other existing or approved retail centres in the City. In this regard, where a proposal would result in a SHOPPING CENTRE larger than 14,000 square metres of gross floor area, Council will require the completion of a market study by the proponent which indicates that such viability is not endangered, prior to any approval. Such market studies will contain:

- i) An assessment of present and future population to be served by the proposed development, including a full explanation of the sources, techniques and assumptions used in arriving at any population forecast;
- ii) A full explanation as to any other forecasts or assumptions used in determining retail requirements within the City of Hamilton;
- iii) The amount, mix, location and phasing of proposed retail space;
- iv) An evaluation of the primary and secondary trade areas of the proposed development, including any assumptions used and an explanation of the characteristics of the population to be served, as may be relevant to the proposal;
- v) An assessment of the potential impacts on the trade areas of other retail centres, including an explanation of any methodology used; and,
- vi) Evidence that the proposal will not jeopardize the viability of the Central Policy Area in order that the intent to promote this as the principal retail centre in the Region will not be undermined.

2.2.9 Adjunct to such an analysis and prior to any consideration for approval, Council will be satisfied that the proponent has demonstrated that:

- i) Traffic volumes and movements can be safely handled by the existing or proposed Circulation and Movement System as set out in Subsection B.3;

- ii) Adequate provision can be made to accommodate access by public transit, in keeping with the provisions of Subsection B.3.2, Public Transit;
- iii) Existing or proposed utilities are adequate to serve the development; and,
- iv) Any deficiencies in the above can be adequately resolved by the proponent.

2.2.10 Council will not consider for approval any proposal for a SHOPPING CENTRE which is not situated on an Arterial Road.

2.2.11 Where feasible, Council will give preference to SHOPPING CENTRES proposed to be located in Extended Commercial areas where such CENTRES serve to infill or consolidate existing Commercial development.

EXTENDED COMMERCIAL

- 2.2.12 The EXTENDED COMMERCIAL category applies to existing stretches of individually-managed Commercial establishments located along Arterial Roads, serving both pedestrian and automobile-borne trade. It consists of:
- i) "Ribbon" Commercial uses on smaller lots serving predominantly residents and pedestrians in the vicinity, with some specialized Commercial uses attracting automobile-borne traffic from beyond the local area; and,
 - ii) Larger-scaled "Highway" Commercial uses on deep lots, reliant on locations readily accessible to private vehicles specifically coming to, and parking on, the premises to do business.
- 2.2.13 Council recognizes EXTENDED COMMERCIAL areas as viable forms of Commercial development that satisfy the needs of certain businesses for visibility and accessibility.
- 2.2.14 While it is intended that any Commercial use be permitted within the EXTENDED COMMERCIAL category, it is also intended that retail uses requiring large enclosed or open storage areas such as, but not limited to, building supplies, warehouse outlets, catalogue stores serving domestic consumers, automotive sales, or other uses whose special nature or requirements of size, site and/or buildings are not conducive to location within Ribbon Commercial areas or Shopping Centres, be located within areas of similar large-scale Highway Commercial uses.
- 2.2.15 Residential uses may be permitted within EXTENDED COMMERCIAL areas without an amendment to this Plan where they will not restrict or interfere with the function of the primary permitted uses, and subject to the General Provisions of this Subsection.
- 2.2.16 Limited Light Industrial uses may be permitted in association with and on-site of a permitted Commercial use, subject to Council being satisfied that:
- i) The Commercial activity is the primary use;

- ii) The retail use caters to the general public and is not primarily reliant on other industrial or wholesale trade;
- iii) Adequate provisions are made for loading facilities, subject to the policies set out in Subsection B.3.3;
- iv) Adequate services are available to the site;
- v) The use is not noxious by virtue of noise, heat, glare, dust, vibration or other emissions; and,
- vi) The use does not interfere with the attractiveness or viability of the area for the primary permitted uses.

2.2.17 Development within EXTENDED COMMERCIAL areas will be through infilling and redevelopment in order to consolidate the viability of these areas and to restrict their indiscriminant extension into stable areas of the non-Commercial uses. Such development will only be permitted where traffic and/or parking problems will not be created and subject to the approval of the Region.

2.2.18 Council will encourage the Region to undertake such roadway improvements as street widenings, channelization, centre left-turn lanes, signalization or any other appropriate measures to improve traffic circulation in EXTENDED COMMERCIAL areas.

2.2.19 All outdoor storage areas will be fenced or suitably screened from adjacent Residential uses. Council may permit the temporary storage of materials without screening for display or promotional purposes only, provided vehicular movement is not endangered, and that all parking requirements can be met.

2.2.20 Council will endeavour to maintain or improve the visual amenity and general attractiveness of EXTENDED COMMERCIAL areas, and in so doing will:

- i) Encourage the restoration, rehabilitation or repair of existing storefronts and facades to complement the scale, design and character of other Commercial developments in the area;

- ii) Encourage the relocation of non-Commercial uses which interrupt the continuity of business frontage, and their replacement with permitted Commercial uses to maximize the retail concentration;
- iii) Regulate building setbacks to develop and maintain continuity and harmony with adjacent Commercial uses;
- iv) Where substantial redevelopment is proposed, consider the increase in building setbacks to permit wider sidewalks, appropriate landscaping and street furniture to encourage pedestrian movement and improve the shopping environment;
- v) Ensure in the preparation of Secondary Plans that provision is made for sufficient Residential development to sustain viable Ribbon Commercial areas; and,
- vi) Support the organization of local business interests to work toward achieving the policies of this Plan. Council may cooperate with business associations in carrying out special studies to examine land use problems and identify feasible solutions, as well as in any other manner which serves to implement the policies of this Plan.

2.2.21 Off-street parking and loading will be required within predominantly Highway Commercial areas, and will be provided by the developers or owners of Commercial development. Council may consider supplying municipal parking areas, if deemed to be required, where they will serve both EXTENDED COMMERCIAL development and other retail concentrations in close proximity to each other.

2.2.22 Council will encourage and, where feasible, assist in the provision of adequate off-street parking facilities in all other EXTENDED COMMERCIAL areas where existing parking problems are identified. Such parking facilities will be:

- i) Readily accessible from the main thoroughfare serving the EXTENDED COMMERCIAL area, including via side-streets off the main thoroughfare; and,

- ii) Preferably to the rear of the EXTENDED COMMERCIAL development where their use will not adversely impact the amenity of adjacent Residential areas, subject to the General Provisions herein.

LOCAL COMMERCIAL

- 2.2.23 The LOCAL COMMERCIAL category applies to groups of or individual commercial establishments serving the daily retail needs of surrounding residents, and primarily dependent upon pedestrian access.
- 2.2.24 The maximum size of any retail establishment will not exceed 230 square metres and the maximum size of any LOCAL COMMERCIAL development will not exceed .4 hectare in keeping with the intention that LOCAL COMMERCIAL facilities are to serve local Residential areas only with convenience goods and personal services.
- 2.2.25 It is not the intent of Council that the LOCAL COMMERCIAL category be included within the Commercial classification indicated on Schedule "A" to this Plan. Rather, it is the intent of Council that LOCAL COMMERCIAL uses may be permitted within the Residential designation of land use indicated on Schedule "A", subject to a specific application for an appropriate amendment to the Zoning By-law and without the necessity of amending this Plan. The location of LOCAL COMMERCIAL uses will be designated by Secondary Plans.
- 2.2.26 Notwithstanding the above provisions, when considering new development in this category, Council will give preference to the grouping of individual LOCAL COMMERCIAL uses in suitable locations to prevent the scattering of such establishments throughout Residential areas.

GENERAL PROVISIONS

- 2.2.27 COMMERCIAL establishments or centres that are proposed adjacent to existing COMMERCIAL uses will be encouraged to integrate the design and dimensions of structures, parking areas and access points with those of the adjacent uses.
- 2.2.28 Where COMMERCIAL uses are proposed to be developed adjacent to Residential land uses, Council will be satisfied that the following provisions are adequately met:
- i) Access drive, parking and service areas will be screened and/or buffered such that noise, light or undesirable visual impacts emanating from the COMMERCIAL use are mitigated;
 - ii) Light from standards or other external lighting fixtures, excluding those used for store and window display or wall illumination, will be directed downwards and shielded or oriented as much as practicable away from the adjacent Residential uses; and,
 - iii) Light standards will be of a height that is in scale with the facility, but will not be of a height sufficient to create a nuisance to adjacent land uses.
- 2.2.29 The size of advertising, identification or other promotional signs and devices will be regulated by appropriate by-laws in order to avoid conflicts with effective traffic control and the general amenity of the area.
- 2.2.30 In addition to the provisions of Subsection B.3.3 of this Plan, adequate parking and loading space will be required in clearly-defined areas for all development and redevelopment within the COMMERCIAL designation and will include adequate space for owners, employees, customers and delivery vehicles. Council will require that in all normal circumstances, a high standard of parking and loading facilities will be maintained in accordance with current practices.

- 2.2.31 Where a proposal is made for a COMMERCIAL development in which proposed parking and/or loading space is less than generally required, it must be demonstrated by the proponent to the satisfaction of Council that the proposal will not lead to nuisances through the parking or loading of vehicles on land or streets adjacent to the use.
- 2.2.32 No parking facility serving a COMMERCIAL use or group of uses will be permitted beyond a COMMERCIAL designation, nor will vehicular access to said COMMERCIAL uses be permitted over Residentially-designated lands.
- 2.2.33 Where possible, loading facilities and parking space for delivery vehicles will be located, buffered and screened, so as to minimize adverse impacts on adjacent Residential uses.
- 2.2.34 Any existing or proposed structures containing both residences and COMMERCIAL uses, including offices, primarily intended to offer goods and services to persons other than the residential occupants thereof, will be deemed to be mixed COMMERCIAL/RESIDENTIAL developments and, therefore, subject, in addition to any other provisions of this Plan, to the following policies:
- i) Amenity spaces will be provided exclusively for the Residential component and will be functionally separated from public areas associated with the COMMERCIAL component;
 - ii) Prior to any approval for proposed COMMERCIAL/RESIDENTIAL development, Council will be satisfied that any impacts emanating from the COMMERCIAL component which will detract from the amenity of the associated Residential uses will be minimized.
 - iii) Customer parking areas associated with the COMMERCIAL component will preferably be physically separated from such areas provided for the Residential uses, and in any instance, their use will not interfere with the safe and efficient use of Residential parking areas; and,

- iv) Council will be satisfied that existing engineering services, school facilities, parks and similar community facilities are, or may feasibly be made to be, adequate to serve the residents of proposed COMMERCIAL/RESIDENTIAL development prior to any approval being given.

2.2.35 AUTOMOBILE SERVICE STATIONS will mean land or buildings where oil and gasoline are kept for sale, and where minor automotive repairs may be carried out. In considering proposals for new AUTOMOBILE SERVICE STATIONS, Council will require that the following provisions are complied with in all respects:

- i) The preferred location for an AUTOMOBILE SERVICE STATION will be adjacent to the intersections of major roads, and in the case of Shopping Centres, the structure will be physically separated from the major activity areas and buildings of the Shopping Centre and be in close proximity to the major roads providing access; and,
- ii) An AUTOMOBILE SERVICE STATION will only be permitted where the movement of traffic and/or pedestrians in the vicinity of the site will not be endangered or congestion increased by virtue of its location and operation.

2.2.36 Council will endeavour to minimize the impacts of AUTOMOBILE SERVICE STATIONS on adjacent land uses through measures such as, but not limited to, the following:

- i) The establishment of building separation distance and yard requirements;
- ii) The requirement of fencing and/or landscaped buffer strips to effectively screen the operation;
- iii) Paved surface requirements for all non-landscaped areas;
- iv) The restriction of outside storage, other than automobiles;

- v) The establishment of separation distance requirements from Residential or other land uses for all ingress or egress ramps; and,
- vi) The requirement that all lighting and illuminated signs be designed to be deflected or shielded from adjacent Residential uses.

SUBSECTION A.2.3

INDUSTRIAL USES

It is the general intent of this Plan to ensure that Hamilton's position as a major INDUSTRIAL centre in the Region and in the Province is maintained and enhanced through the retention of existing industries and through the stimulation of new industrial growth.

Accordingly, the Plan recognizes the existing inventory of INDUSTRIAL USES and identifies a reserve of lands suitable for the expansion of existing industry and for the attraction of new firms. It is also the intent of this Plan to safeguard the integrity of land uses adjacent to INDUSTRIAL areas through appropriate measures.

Further, this Plan identifies a number of INDUSTRIAL categories. Existing Heavy Industrial areas in the City, the impacts that they have, and the need to promote the improvement of the appearance and amenity of these areas, are recognized.

General Industrial areas may contain a variety of INDUSTRIAL uses which do not inherently impact adjacent uses.

Further, the Plan promotes Light Industrial areas and recognizes their benefits to the City in view of their minimal environmental impacts.

In addition, policy direction is provided regarding such matters as Industrial-related parking and mixed Industrial/Residential development.

2.3.1 The primary uses permitted in the areas designated on Schedule "A" as INDUSTRIAL will be for Industry. In this regard, Industry is defined as manufacturing, processing, warehousing, repair and servicing. In addition to the primary permitted uses, the following uses may be permitted within INDUSTRIAL areas:

- i) Uses that are incidental to INDUSTRIAL operations such as retail and wholesale enterprises which are operated as subsidiary functions of an INDUSTRIAL establishment;

- ii) Business enterprises such as, but not limited to banks, restaurants, garages, material suppliers, etc. which are intended to directly serve the Industries and their personnel;
- iii) Uses which have characteristics or functional requirements similar to Industries;
- iv) Residences for maintenance staff of a principal use;
- v) Research and development facilities;
- vi) Public and private transportation terminals, highway and road related services (e.g., automobile service stations); and
- vii) All uses which, in the opinion of Council complement and do not interfere with or detract from the primary function of the area.

2.3.2 Council recognizes the varied nature of Industry in the City. Therefore, the policies of this Plan are intended to apply to a hierarchy of INDUSTRIAL categories. The hierarchy is not specifically designated on Schedule "A". However, some elements of the hierarchy are shown on Schedule "B" as Special Policy Area 11 and as set out in Subsection A.2.9.3. The location and distribution of additional categories will be identified through Secondary Plans.

2.3.3 Further, it is intended that the policies for the various categories in the INDUSTRIAL hierarchy will provide guidance to Council when considering amendments to this Plan or to the Zoning By-law.

HEAVY INDUSTRIAL

- 2.3.4 The HEAVY INDUSTRIAL category applies to Industrial uses which, by virtue of site utilization or operation, are intensive.
- 2.3.5 The primary uses permitted in this category will include but not be limited to: primary metal; wood and paper products; non-metallic mineral products; and chemical products production and processing and any other uses which may have substantial impacts on adjacent uses.
- 2.3.6 In addition to the ancillary uses that may be permitted in Industrial areas as set out in Policy 2.3.1 above, the following uses may be permitted in the HEAVY INDUSTRIAL category: the open air bulk storage of minerals which are free from the emission of dust, odours or fumes; the storage of cars and/or machinery; the storage of pig iron in the open or in enclosed sheds, structural steel and/or manufactured or semi-finished metal products.
- 2.3.7 Council will not permit the development of new major Residential development within four hundred (400) metres of HEAVY INDUSTRIAL areas except as provided for in Policy 2.3.1 (iv) above.
- 2.3.8 Council will ensure that non-Industrial land uses abutting HEAVY INDUSTRIAL areas are protected from adverse impacts through the provision of adequate separation, screening, barriers, fencing and landscaping or other like measures.

GENERAL INDUSTRIAL

- 2.3.9 The GENERAL INDUSTRIAL category applies to a wide range of Industrial uses which, by virtue of site utilization or operation, are not intensive.
- 2.3.10 The primary uses permitted in this category will include, but not be limited to: the processing of vegetable, animal, textile, wood or paper products.
- 2.3.11 In addition to the ancillary uses that may be permitted in INDUSTRIAL areas as set out in Policy 2.3.1 above, the open or enclosed storage of manufactured or semi-finished products which are free from the emissions of dust, odours or fumes may be permitted in the GENERAL INDUSTRIAL category.
- 2.3.12 Council will ensure that non-Industrial land uses abutting GENERAL INDUSTRIAL areas are protected from any adverse impacts through the provision of adequate separation, screening, barriers, fencing and landscaping or other like measures.

LIGHT INDUSTRIAL

- 2.3.13 The LIGHT INDUSTRIAL category applies to those industrial uses that have a minimal impact on surrounding land uses and as set out in Subsection A.2.9.3 are shown on Schedule "B" as Special Policy Area 11. Generally, LIGHT INDUSTRIAL uses will be encouraged to concentrate in a designed community-like precinct such as the East Mountain Industrial Park.
- 2.3.14 The primary uses permitted in this category may include, but not be limited to: warehousing; light manufacturing and assembly; laboratories and research facilities, communication facilities and printing and publishing plants.
- 2.3.15 In addition to the ancillary uses that may be permitted in INDUSTRIAL areas as set out in Policy 2.3.1, clubs or establishments catering to leisure activities may be permitted in the LIGHT INDUSTRIAL category.
- 2.3.16 All new developments in the LIGHT INDUSTRIAL category will be subject to development control as provided for by The Planning Act.
- 2.3.17 Council will encourage all new developments in LIGHT INDUSTRIAL precincts to adhere to good architectural quality in building design.
- 2.3.18 Council will ensure that non-Industrial land uses abutting LIGHT INDUSTRIAL precincts are protected from any adverse impacts through the provision of adequate separation, screening, barriers, fencing and landscaping or other like measures.
- 2.3.19 Notwithstanding the ancillary uses permitted within Industrial areas as set out in Policy 2.3.1 above, in the LIGHT INDUSTRIAL precinct known as the East Mountain Industrial Park, business enterprises such as banks, restaurants, etc. intended to directly serve industries and their personnel will be limited to the areas designated Commercial on Schedule "A". In addition, the following special provisions will apply:

- i) The commercial functions permitted in the PARK will not include highway-oriented land uses;
- ii) Industrial buildings or processes will not be permitted within ninety (90) metres of any structure on properties used solely for Residential purposes within the Industrial land use designation; and
- iii) Cemeteries existing in 1970 will be permitted to remain in perpetuity.

2.3.20 Prior to the development of a new LIGHT INDUSTRIAL precinct, Council will require that a detailed planning investigation be undertaken to determine the most appropriate land use pattern and design guidelines in order that the development potentials of the area may be fully realized. Accordingly, a Secondary Plan will be required, subject to the policies of Subsection D.2 and, if warranted, an amendment to this Plan.

2.3.21 LIGHT INDUSTRIAL development may be permitted in areas abutting Residential uses, provided that:

- i) Adequate buffering is provided between the two uses by such means as adequate separations, landscaping, barriers and plantings;
- ii) Appropriate development controls are utilized to minimize the impact that parking, storage, loading and lighting may have on adjoining land uses; and,
- iii) The impacts of LIGHT INDUSTRIAL uses on the surrounding area in terms of traffic flows, building forms and relationships to neighbouring buildings or uses are acceptable.

2.3.22 In amending the Plan to permit a change in use from Residential to LIGHT INDUSTRIAL or LIGHT INDUSTRIAL to Residential in areas where a mix of Residential and Industrial is permissible in the short-term, Council will consider the following in the preparation of appropriate by-laws:

- i) Recommendations of any future residential enclave studies;
- ii) The advisability of retaining existing buildings or uses in terms of their architectural or historical merit, or employment opportunities;
- iii) The extent to which a change in use would adversely affect the continued compatibility of neighbouring uses; and,
- iv) The provisions of appropriate Provincial legislation either governing the issuance of Certificates of Approval for LIGHT INDUSTRIAL uses, or in any other manner regulating the standards of LIGHT INDUSTRIAL performance.

GENERAL PROVISIONS

- 2.3.23 New INDUSTRIAL uses may be permitted in areas designated INDUSTRIAL, provided that the proposed uses comply with all Provincial standards with respect to the emission of sounds and vibrations, permissible concentrations of air contaminants such as dust, smoke, fumes, odours and other particulates, water quality control and waste control, including the quality of discharge and run-off.
- 2.3.24 Development Control may be applied to any INDUSTRIAL development, However, it will be required for all INDUSTRIAL developments abutting lands designated Open Space and Hazard Lands, in addition to all LIGHT INDUSTRIAL developments.
- 2.3.25 Adequate vehicular access, off-street parking and loading facilities will be required in clearly-defined areas for all development and redevelopment within the INDUSTRIAL designation, subject to the appropriate policies of Subsection B.3.
- 2.3.26 INDUSTRIAL uses that are proposed to be developed adjacent to existing INDUSTRIAL uses will be encouraged to integrate the design and dimensions of structures, parking areas and access points with those of the adjacent uses.
- 2.3.27 Traffic generated by INDUSTRIAL uses will be prohibited from penetrating designated Residential areas.
- 2.3.28 Signs in INDUSTRIAL areas will be regulated by appropriate by-laws in order to avoid conflicts with effective traffic control and the general amenity of the area.
- 2.3.29 In order to enhance the viability of INDUSTRIAL areas, Council, where feasible and deemed appropriate, may encourage and assist the appropriate authorities to establish and/or maintain the accessibility of INDUSTRIAL areas through the provision of highways, arterial roads, rail, and public transit services.
- 2.3.30 Council will encourage the Region to promote INDUSTRIAL areas in the City.

- 2.3.31 Council may encourage and, where feasible, assist in the relocation of uses not permitted in areas designated for INDUSTRY and in the relocation of existing industries located outside of INDUSTRIAL-designated areas into such areas.
- 2.3.32 Council may encourage, and where feasible, assist in programs for the improvement of the appearance and amenity of INDUSTRIAL areas.
- 2.3.33 Where existing INDUSTRIAL and Residential uses are located in close proximity to each other, Secondary Plans may be prepared, as set out in Subsection D.2, to identify potentially-viable Residential areas, INDUSTRIAL areas and areas where a mix of Residential and INDUSTRIAL uses may be tolerated in the short term. Council's long term planning objective will be for the removal of Residential uses from established INDUSTRIAL use areas.
- 2.3.34 Where existing INDUSTRIAL and Residential uses are located in close proximity to each other, new INDUSTRIAL buildings may be permitted if adequate separations between uses, buffering, barriers and special construction techniques are provided to minimize conflicts between the land uses to the satisfaction of Council.
- 2.3.35 In areas where it is recognized that an existing mix of Residential and INDUSTRIAL uses may be tolerated, Council will permit:
- i) Only those INDUSTRIAL extensions or enlargements that do not generate adverse environmental impacts or traffic congestion;
 - ii) Only those ancillary uses such as, but not limited to, retail uses that do not generate adverse environmental impacts or traffic congestion; and,
 - iii) Outdoor storage, open space and off-street parking.

- 2.3.36 Existing buildings containing a mix of INDUSTRIAL, Residential and/or Commercial uses may be recognized in the Zoning By-law, provided that Council is satisfied that:
- i) Employee and customer parking space for the INDUSTRIAL use is physically separated from such space provided for a Residential use;
 - ii) Amenity spaces are provided exclusively for the Residential use which are physically separated from public areas associated with the non-Residential component;
 - iii) Existing engineering services and school facilities are, or may feasibly be made to be adequate to serve any residents thereof; and
 - iv) Impacts emanating from the INDUSTRIAL use which may detract from the amenity of the Residential and/or Commercial uses have been minimized.
- 2.3.37 Where practicable, Council will encourage the efficient use of INDUSTRIAL lands associated with the waterfront. In this regard, it is the intent of Council that any lands as may be created by landfill from Pier 17 to the western side of Pier 23 in Hamilton Harbour which are exempted from Ontario Regulation 118/70, excluding Windermere Basin, be utilized for INDUSTRIAL purposes.

SUBSECTION A.2.4

OPEN SPACE

It is the intent of this Plan to encourage a high-quality urban environment through the optimum use of natural resources. It is also the intention of this Plan to preserve and conserve scenic OPEN SPACE, ecologically-significant natural features, lands that may be endangered by various hazards, and other attributes of the natural landscape.

- 2.4.1 The primary uses permitted in the areas exceeding .4 hectare designated on Schedule "A" as OPEN SPACE will include developed or undeveloped parks of local or area-wide appeal; public or private recreation areas; pedestrian pathways; conservation uses, horticultural nurseries, forestry and wildlife management areas; and hazard lands which may pose a threat to life and property because of inherent physiographic characteristics (in accordance with the Hazard Lands provisions of Subsection A.3.1 of this Plan).
- 2.4.2 The following ancillary uses may be permitted in OPEN SPACE areas: limited Commercial uses which are ancillary to and support the primary OPEN SPACE use; and all other uses which, in the opinion of Council, complement and do not interfere with the primary intended use of the area.
- 2.4.3 OPEN SPACE will be acquired through land dedication or cash-in-lieu, as provided for in The Planning Act, by means of funds through the Five-Year Capital Budget, and as further set out in Subsection D.5.
- 2.4.4 Council will co-operate with the various Conservation Authorities to ensure the preservation and maintenance of Conservation Authority areas for wildlife management, as well as controlled educational and scientific purposes.
- 2.4.5 Where lands designated OPEN SPACE are in private ownership and application is made requesting a change in land use, due consideration will be given by Council to the most desirable use.

- 2.4.6 Council will discourage the dumping and/or filling of materials into water bodies which, due to the deleterious quality of materials, may impair the quality of the water.
- 2.4.7 Council will ensure that recreational-oriented development within areas designated as OPEN SPACE will be designed so as to complement the natural environment.
- 2.4.8 Where land designated OPEN SPACE is under private ownership, it is not intended that this land will necessarily remain so designated indefinitely, nor will this Plan be construed as implying that these areas are free and open to the general public or will be purchased by the Municipality or any other public agency.
- 2.4.9 In areas designated OPEN SPACE in the vicinity of Hamilton Harbour, Council, where feasible and desirable, will:
- i) Recognize recreation as a significant re-emerging use of the Harbour:
 - ii) Establish or acquire the western harbour for predominantly open space and recreation purposes;
 - iii) Ensure that establishment of marina facilities will be in areas with sufficient access, back-up space, proximity to suitable waters, and which requires a minimum of landfill;
 - iv) Co-operate with the Hamilton Harbour Commissioners, Hamilton and Halton Regional Conservation Authorities, Provincial Ministries, the City of Burlington and others, in their efforts to establish recreational facilities and a functional open space network and to establish the carrying capacity of the Harbour for additional marina facilities;
 - v) Acquire or establish access corridors and/or scenic linear easements to ensure public access to the Harbour; and,

- vi) Have regard for the provisions of Subsection A.2.5 (Open Water), in addition to the provisions of Special Policy Areas 2, 5 and 10, as set out in Subsection A.2.9.

SUBSECTION A.2.5

OPEN WATER

It is the intent of this Plan that existing water bodies within the City should be preserved in their natural state. These bodies, most significantly Cootes Paradise and Hamilton Harbour, perform and should continue to perform valuable aesthetic, ecologic and economic functions. Hence, limitations on filling and alteration are required to ensure the protection and maintenance of these waters.

- 2.5.1 The primary uses permitted in areas designated on Schedule "A" as OPEN WATER will be for shipping, navigation and boating. It is the policy of Council that these areas will remain covered by water and will not be filled, reclaimed or otherwise altered.

SUBSECTION A.2.6

MAJOR INSTITUTIONAL USES

It is the intent of this Plan to recognize existing MAJOR INSTITUTIONAL USES under the jurisdiction of a local board or public and private agencies as valuable community assets.

Recognizing the difficulty of predicating the advent of new MAJOR INSTITUTIONAL USES, no attempt is made in this Plan to identify the future location of these uses. However, to enhance their value to the community, general policy direction is provided to guide local boards, and public and private agencies in the location of new establishments when specific proposals come forth.

- 2.6.1 The primary uses permitted in the areas exceeding .4 hectare in size designated on Schedule "A" as MAJOR INSTITUTIONAL will consist of existing cultural facilities, health, welfare, educational, religious, and governmental activities and related uses.
- 2.6.2 MAJOR INSTITUTIONAL USES may be located in Residential Neighbourhoods and will be encouraged to locate where they will function as a focus for the neighbourhood and on sites adjacent to other Institutional Uses or a Neighbourhood Commercial use to permit the sharing of parking and other facilities in accordance with the following provisions:
 - i) Sufficient off-street parking and loading will be required with particular consideration for their on-site location, and appropriate buffer and landscape treatment to effectively screen the development from surrounding uses;
 - ii) The proposal is of a scale that will be compatible to and integrate with the character of established or approved development in the surrounding area; and,
 - iii) Adequate provision has been made for access by the physically disabled and senior citizens.
- 2.6.3 All MAJOR INSTITUTIONAL USES, except public and separate schools, will be permitted to locate in Commercial areas or may be permitted in an area

where a proven need has been identified and where, to the satisfaction of Council, the location and integration of such a use with established or proposed development is acceptable.

- 2.6.4 Notwithstanding the policies set out above, the development of any new MAJOR INSTITUTIONAL USE on a site of .4 hectare or greater will only be permitted by means of an amendment to this Plan and to the implementing Zoning By-law.

SUBSECTION A.2.7

UTILITY USES

It is the general intent of this Plan to ensure that UTILITY USES are developed in an orderly manner consistent with the present and future needs of the City. The planning, design and development of the UTILITY USES will complement the intent of policies for other land uses.

- 2.7.1 The primary uses permitted in the areas designated on Schedule "A" as UTILITIES will be for passenger terminals; freight handling facilities and related storage; railway, warehousing and parking areas; hydro transmission corridors; pipelines and natural gas lines; and major road facilities. Recognizing the difficulty of predicting the advent of new UTILITIES, only those facilities which are committed for development and/or are prioritized and where their location is known have been identified.
- 2.7.2 Notwithstanding the permitted uses in Policy 2.7.1 above, the following uses will be permitted on Piers 10 to 14 and Piers 25 to 27 inclusive: shipping terminals; marine freight; passenger handling facilities; related storage, vessel and barge docks; and marine-related industry or commerce that demonstrates operational need for proximity and access to the Harbour.
- 2.7.3 In accordance with the Regional Official Plan, Council will co-operate with the Region to ensure the provision of adequate access to all areas of the City and in this regard, will be further guided by the Circulation and Movement policies set out in Subsection B.3.
- 2.7.4 UTILITIES will be developed to carefully integrate with the general character of the surrounding uses through the provision of landscaping, screening and buffering, siting of structures, height control and any other measures as may be deemed to be appropriate by Council.

SUBSECTION A.2.8

CENTRAL POLICY AREA

In keeping with the intent of the Regional Official Plan, it is intended that the CENTRAL POLICY AREA function as the Regional Centre to serve the residents of Hamilton-Wentworth. Accordingly, it is the intent of the Plan that this unique AREA be promoted as a multi-use node with emphasis on the concentration of those uses of specialized and/or Region-wide appeal. To enhance the multi-use function of this AREA, the Plan promotes the creation of an attractive environment in which to live, work, do business, shop or visit. In so doing, the Plan identifies measures to achieve a desirable mix of land uses, a high order of amenity and design, the proper integration of a wide range of activities and the effective and safe movement of vehicles and pedestrians. It is further intended that these measures will be amplified and detailed through a Secondary Plan.

2.8.1 To promote the CENTRAL POLICY AREA as a multi-use node for both the City and the Region, a wide range of uses will be permitted where compatibility among adjacent uses can be achieved. The primary uses permitted in the CENTRAL POLICY AREA as shown on Schedule "A" will be for the following uses:

- i) Commercial uses such as, but not limited to, retail department stores; food, specialty and general merchandising establishments; personal services; head and branch offices and public administration offices; hotels; mixed commercial and residential uses; and in keeping with the Commercial policies set out in Subsection A.2.2 of this Plan;
- ii) Residential uses of various types, including but not limited to, single-family detached, semi-detached, row and apartment housing, and in keeping with the Residential policies set out primarily in Subsection A.2.9.3, as well as in Subsections A.2.1 and C.7.
- iii) Light Industrial uses such as warehousing, manufacturing, laboratories, research facilities, printing and communication facilities and related uses, in keeping with the Industrial policies set out in Subsection

A.2.3 of this Plan and subject to the accompanying policies contained hereafter on compatibility;

- iv) Open Space uses such as, but not limited to, parks, public or private recreational facilities, arena, stadia and pathways, and in keeping with the Open Space policies set out in Subsection A.2.4 of this Plan; and
- v) Major Institutional uses such as, but not limited to, cultural facilities, health, welfare, educational, religious and governmental activities and related uses, and in keeping with the Major Institutional policies set out in Subsection A.2.6 of this Plan.

2.8.2 The location of uses permitted within the CENTRAL POLICY AREA will be identified and detailed through the preparation of a Secondary Plan.

2.8.3 To strengthen the role of the CENTRAL POLICY AREA as the primary Commercial centre in the Region, it is intended that:

- i) The CENTRAL POLICY AREA will be the preferred location for major Commercial establishments in the Region;
- ii) Subject to the Commercial policies set out in Subsection A.2.2 of this Plan, Council will give preference to proposals for commercial development beyond the CENTRAL POLICY AREA which do not jeopardize the role of this AREA as the primary Commercial centre in the City and Region;
- iii) Major new retail and office uses will be promoted along King Street East in the vicinity of Catherine, Ferguson and Wellington Streets to create identifiable and varied Commercial concentrations; and,
- iv) Other new retail and office uses will be encouraged to locate within the existing Commercial areas along James Street North and South, and King Street East, and within Hess Village and Jackson Square, to enhance the established retail character of these areas.

2.8.4 To create employment opportunities within the CENTRAL POLICY AREA, and to utilize various sites and buildings suitable for Light Industrial use, while ensuring compatibility with adjacent uses, it is intended that:

- i) Council will, with the co-operation of the Region, establish parameters and/or performance standards to determine the compatibility of Industrial uses, having regard for, but not be limited to, the following:
 - a) The intensity of the existing or proposed Industrial use;
 - b) Architectural and landscaping measures to ensure visual integration with adjacent uses;
 - c) Abatement measures to mitigate impacts that may be generated by the Industrial uses; and,
 - d) Accessibility to the site, parking, loading and traffic generated by the use;
- ii) Where Council is satisfied that an Industrial use is compatible, the use will be recognized accordingly by the implementing Zoning By-law;
- iii) Council will, with the co-operation of the Region, determine appropriate measures to attract suitable Industrial uses in the CENTRAL POLICY AREA; and,
- iv) Those Industrial uses which, by operation and/or site utilization, conflict with or disturb the surrounding uses will be encouraged to relocate to more appropriate locations.

2.8.5 Council will promote the development and/or expansion of Open Spaces and recreation facilities which complement surrounding development to create a more attractive environment within the CENTRAL POLICY AREA. Council will give preference to the provisions of such amenities in those areas where deficiencies have been identified through the preparation of a detailed Secondary Plan.

2.8.6 To enhance the role of the CENTRAL POLICY AREA as a focus for Major Institutional and cultural facilities, Council will co-operate with and encourage the appropriate operating agencies to:

- i) Locate new Major Institutional uses on sites adjacent to existing Major Institutional or Commercial uses where it is feasible to achieve the sharing of common facilities such as, but not limited to, parking;
- ii) Locate, promote and/or expand tourist facilities within the CENTRAL POLICY AREA; and,
- iii) Establish, maintain and/or expand such service facilities as, but not limited to, day-care or health centres to serve both the resident and employment populations.

2.8.7 To facilitate the function of and the primary permitted uses in the CENTRAL POLICY AREA, Council will investigate to determine the most effective means of accommodating pedestrian and vehicular circulation and general accessibility to and within the AREA. In this regard, Council may give preference to pedestrian movement over vehicular circulation in specific areas. Accordingly, the investigation will consider, but not be limited to, the following:

- i) The segregation of vehicular and pedestrian traffic by such means as grade separation of pedestrian and vehicular traffic along and across major roads;
- ii) The feasibility of creating pedestrian malls and a network of walkways between and within Commercial areas or concentrations;
- iii) Appropriate public transit routing and the integration of conventional and innovative transit facilities;
- iv) The appropriate location of a terminus for local and inter-city transit service, which is properly integrated with major land uses in the AREA;

- v) The re-routing of local and through-traffic including a facility to redirect truck traffic oriented to the bayfront Industrial area;
- vi) The designation of truck routes;
- vii) The provision and location of appropriate parking facilities;
- viii) The extension of truck loading facilities below grade, and the sharing of common loading facilities for various adjacent developments where loading at street level can be eliminated or limited; and,
- ix) The operating hours of public and private enterprises in the CENTRAL POLICY AREA.

2.8.8 To encourage the use of public transit and reduce the potential use of private automobiles in the CENTRAL POLICY AREA, Council may discourage the use of public PARKING facilities for long-term commuter PARKING in the AREA.

2.8.9 It is the intent of Council that the character and function of the CENTRAL POLICY AREA be enhanced. Specifically, Council will:

- i) Promote, where feasible, innovative building and layout, as well as the rehabilitation and preservation of buildings and areas of historic and/or architectural merit;
- ii) Establish building envelopes consisting of setback, height and light angles adequate to ensure acceptable shadow cast to, and light access for, adjacent properties;
- iii) Investigate and adopt measures to regulate building heights and/or institute any other appropriate measure to preserve views of the Escarpment from the CENTRAL POLICY AREA;
- iv) Promote and co-operate with individual property owners to undertake improvements in conjunction with the Property and Maintenance provisions as set out in Subsection C.5 of this Plan, with specific attention to improve-

ments to the rear yards of individual properties, especially loading bays, garbage storage, general clean-up and, where required, fencing; and improvements to the store fronts, with attention to the compatibility of signs;

- v) Encourage proponents of development or re-development, including the infilling of vacant lots, to ensure sensitive integration of the proposal with the scale and character of adjacent structures. Accordingly, Council will encourage the compatibility of building height, setback, material and building lines with adjacent structures.
- vi) Endeavour to improve the streetscape in the CENTRAL POLICY AREA and accordingly, will consider such actions as, but not limited to, the following:
 - a) Improvements to pedestrian and street lighting;
 - b) Provision and maintenance of street furniture, rest areas, kiosks, information booths, landscaping and tree planting; and,
 - c) Regulation of signage.

SUBSECTION A.2.9

SPECIAL POLICY AREAS

For a number of reasons, additional policies are required beyond, and in some cases, notwithstanding those articulated throughout Section "A" of the Plan. For example, it is necessary to recognize the paramountcy of Provincial policies affecting the Niagara Escarpment and the Parkway Belt West. In certain locations, notwithstanding the indicated land use designations and associated policies, various concerns of Council will be reflected through additional policy statements having only limited application within the City of Hamilton. All such SPECIAL POLICY AREAS are indicated on Schedule "B".

SUBSECTION A.2.9.1

NIAGARA ESCARPMENT

It is the intent of this Plan to protect and preserve the valuable attributes of the NIAGARA ESCARPMENT throughout the City, and to recognize the potential of so doing through the actions of the NIAGARA ESCARPMENT Commission and to conform with the policies of the NIAGARA ESCARPMENT Plan.

2.9.1.1 The lands shown on Schedule "B" as SPECIAL POLICY AREA 1 lie within the recommended NIAGARA ESCARPMENT Planning Area. To implement the proposed Plan for the NIAGARA ESCARPMENT, SPECIAL POLICY AREA 1 is subdivided as shown on Schedule "B" into Areas '1a' and '1b' for which the following provisions will apply:

i) It is intended that Area '1a' be maintained undisturbed in a natural setting primarily for compatible recreation and conservation activities. Accordingly, the permitted uses will include existing uses; recreation relating to trail activities, nature appreciation and parks; forest and wildlife management; archeological activities; essential transportation and utility facilities; and accessory facilities necessary to support the permitted uses and site modifications required to accommodate them; and,

ii) It is intended that development in Area '1b' will have a minimal impact on the adjacent ESCARPMENT (Area '1a'). Accordingly, the nature of development, as defined in Schedule "A" for this Area will be at a density, scale and height which is compatible with the ESCARPMENT.

2.9.1.2 It is intended that development within Area '1b' will be subject to Development Control. In the interim, the issuance of development permits from the NIAGARA ESCARPMENT Commission will be required until that time when the City is delegated this responsibility.

- 2.9.1.3 Council will co-operate with the NIAGARA ESCARPMENT Commission in the production of guide plans and/or management programs for the ESCARPMENT to preserve, improve and stabilize its amenities.
- 2.9.1.4 Council will not support non-essential developments which will detract from the unique visual and scenic qualities of the brow face or base of the ESCARPMENT or lands in the immediate vicinity.
- 2.9.1.5 Council may investigate and support the provision of walkways along and across the ESCARPMENT in order to permit pedestrian access between the lower and upper City.
- 2.9.1.6 Council will encourage the responsible Authorities to undertake appropriate measures to preserve the integrity of the remaining natural areas of the ESCARPMENT.

SUBSECTION A.2.9.2

PARKWAY BELT WEST

It is the intent of this Plan to protect, preserve and otherwise conform to Provincial policy for those lands within the PARKWAY BELT WEST.

- 2.9.2.1 Those lands shown on Schedule "B" as SPECIAL POLICY AREA 2 lie within the PARKWAY BELT WEST established by Ontario Regulation 472/73 as amended, and are subject to the PARKWAY BELT WEST Plan approved by Order-in-Council 2188/78.
- 2.9.2.2 To conform to the provisions of the PARKWAY BELT WEST Plan, it is the intent of this Plan that the Open Space and Open Water designations and related policies be utilized as indicated on Schedule "A". In addition, parts of the PARKWAY BELT WEST lie within the Hazard Lands shown on Schedule "C" and Environmentally Sensitive Areas shown on Schedule "D". In case of any discrepancy between the PARKWAY BELT WEST Plan and the remainder of this Plan, the provisions of the PARKWAY BELT WEST Plan will prevail.
- 2.9.2.3 It is the intent of Council that complementary policies be provided in this Plan related to the Open Waters of Cootes Paradise and Hamilton Harbour to supplement the PARKWAY BELT WEST Plan.
- 2.9.2.4 Council will encourage and co-operate with the appropriate Authorities in the production and implementation of plans and/or programs to preserve, improve and stabilize the attributes of lands within this SPECIAL POLICY AREA.

SUBSECTION A.2.9.3

OTHER POLICY AREAS

Due to specific circumstances affecting certain areas throughout the City, it is deemed appropriate that more detailed policy guidance be provided for these cases above and beyond, or notwithstanding, the other land use provisions of this Plan. It is thus the intent of Council to identify SPECIAL POLICY AREAS as indicated on Schedule "B", and to apply appropriate policies to these AREAS to recognize and accommodate these circumstances.

2.9.3.1 The future viability and health of the Central Policy Area will be largely dependent on the quality and suitability of Residential opportunities in close proximity to the downtown. Accordingly, the following policies to promote and protect housing within the area shown as SPECIAL POLICY AREA 3 on Schedule "B" will apply in addition to all the Residential policies of Subsections A.2.1 and C.7:

- i) It is the intent of Council to strengthen the Residential function of this AREA to complement the multi-use nature of the Central Policy Area, to foster a wider choice in housing opportunities for all residents of the City, and to increase the resident population;
- ii) Further to the above, a wide variety of densities, unit sizes, building styles, incomes and household groups will be accommodated. Housing suitable for families, the physically disabled and senior citizens will be particularly encouraged;
- iii) While it is the intent of this Plan that Residential uses may be permitted in proximity to other land uses, no Residential development or redevelopment will be permitted where such proximity will result in noxious impacts on, or loss of amenity to, the Residential use;

- iv) Council will encourage the relocation of non-Residential uses from predominantly stable Residential areas where the impacts of such use(s) cannot be effectively mitigated by means of, but not limited to, landscaping and buffering, building orientation and alterations to traffic flows;
- v) To create an attractive living environment close to downtown, Council will encourage the appropriate provision, location, scale and design of community and neighbourhood facilities, parks, health services, schools, day-care and related uses to satisfy present and anticipated future requirements;
- vi) It is intended that Residential development or redevelopment be at a scale, density and bulk compatible with the established character of the surrounding uses;
- vii) Council will require, when considering a proposed high-density Residential development or redevelopment in this AREA, the provision of the maximum useable open space on-site;
- viii) Council will encourage high-density Residential developments or redevelopments which utilize innovative design alternatives to the "high-rise" apartment structure, while maintaining desirable standards for bulk, setbacks and landscaping;
- ix) Council will encourage mixed Commercial/Residential developments or redevelopments within this AREA, subject to the General Provisions of Subsection A.2.2;
- x) It is the intent of Council to encourage property owners to rehabilitate deteriorating housing, where feasible, through the available provincial and federal assistance programs;

- xi) To ensure protection of the Residential amenity and living environment, Council will endeavour to reroute through traffic away from Residential areas. Any efforts in this regard will be made in conjunction with any related traffic system investigations for the Central Policy Area; and,
- xii) Priority should be given to providing a network of parks and pathways throughout this AREA and linking with the Central Policy Area, to give pedestrians and cyclists a convenient way to move about.

2.9.3.2 The Windermere Basin, which is indicated on Schedule "A" and is shown as SPECIAL POLICY AREA 4 on Schedule "B", is established as an area subject to detailed special study by the appropriate agencies and water-lot owners concerned in order to determine the most appropriate use of the Basin in the Official Plan. Council will, upon review of the findings and recommendations of such studies as may be carried out, consider an appropriate designation and initiate an amendment to this Plan.

2.9.3.3 The following policies will apply within the area shown on Schedule "B" as SPECIAL POLICY AREA 5:

- i) In addition to the permitted uses for Open Space as set out in Subsection A.2.4, for those lands within SPECIAL POLICY AREA 5, the following water-oriented uses will be permitted and encouraged: marinas; related clubhouses; maintenance repair and storage facilities; commercial uses such as, but not limited to, seafood restaurants, cafes; selected goods shops or other small-scale Commercial uses that serve to architecturally enhance, and encourage public attraction to, the waterfront area.
- ii) Council may require from a developer who proposes development, in whole or part of the AREA, the submission of a Design Plan for the entire SPECIAL POLICY AREA which incorporates the uses permitted above. In addition, the said Design Plan will:

- a) Incorporate public space as an integral and major element in the overall layout of the AREA;
 - b) Provide for a clearly articulated vehicular movement system;
 - c) Provide for a continuous pedestrian circulation system which will link the various uses within and, where feasible, provide public access to the shoreline;
 - d) Incorporate and protect the various natural features of the AREA; and,
 - e) Maximize the privacy of residents in adjacent areas.
- iii) Where a Design Plan is required, Council will also require the developer to prepare and submit a Development Report which will indicate:
 - a) The reasoning behind the proposal;
 - b) The way in which the proponent's lands will be developed, and how other lands in the AREA may be developed; and,
 - c) Any other details that may be required to show that the proposal is feasible and desirable.
- iv) The developer will be required to submit a Site Plan of the specific development proposed which will indicate the height, bulk and shape of structures, and open spaces on-site; the alignment of vehicular and pedestrian pathway circulation systems; and any landscaping treatment that may be required to enhance the general appearance of the development;
- v) Council will regulate building heights within this AREA as may be necessary to protect existing views of Hamilton Harbour from adjacent residential properties;

vi) The Design Plan for the AREA required in clause ii) above will be adopted by Council only after consultation with area property owners and may be revised from time to time if a development is proposed which does not comply with the latest Design Plan adopted, but is otherwise deemed satisfactory by Council after consultation with area property owners.

vii) The Site Plan for the AREA identified in clause iv) above will be adopted by Council pursuant to the Planning Act only after a Design Plan has been adopted by Council pursuant to clause ii) above, and said Site Plan is deemed to conform with the Design Plan of the AREA.

2.9.3.4 Within SPECIAL POLICY AREA 6 indicated on Schedule "B", the development of a Retirement Village-Nursing Home Complex will be permitted within the Stage III development area, notwithstanding the policies of Subsection B.1. Local Commercial facilities to primarily serve the needs of the Retirement Village residents will also be permitted to a maximum area of .8 hectare, notwithstanding Policy A.2.1.3.

2.9.3.5 Any multi-family Residential development considered for approval on the south side of Cumberland Avenue west of Gage Avenue, indicated on Schedule "B" as SPECIAL POLICY AREA 7, will be required to be protected from the adverse impacts emanating from nearby Industry, in addition to the provisions of A.2.3 (General Provisions) by such measures as:

- i) The provision of sealed windows throughout;
- ii) The inclusion of sound attenuating design techniques and materials; and,
- iii) The provision of air intakes below the 27-metre level in any building on the subject lands.

2.9.3.6 Within SPECIAL POLICY AREA 8 indicated on Schedule "B", where dwellings are permitted to front on Wentworth Street, or are adjacent to Industrially-designated lands, with the exception of Light Industrial uses, the following measures will be required to minimize the existing or potential impacts emanating from Industries or traffic:

- i) The use of sound attenuating construction techniques and materials;
- ii) The orientation of habitable rooms away from the source of the impacts;
- iii) The joining of dwelling units in a manner which best attenuates noise intrusion into the interior of the SPECIAL POLICY AREA; and,
- iv) The inclusion of air conditioning to avoid window openings and penetration of noise and polluted air.

2.9.3.7 Notwithstanding the permitted uses set out in Sub-section A.2.3, for those lands within the area shown on Schedule "B" as SPECIAL POLICY AREA 9, the following policies will apply:

- i) No Industrial buildings or processes, but not including automobile parking associated with adjacent Industrial uses, will be permitted within sixty (60) metres of any lands zoned for Residential purposes in the Zoning By-law; and,
- ii) Council may require, as a condition of approval for any Industrial development, the provision of a minimum 15-metre-wide bermed and landscaped strip of adequate height and nature to protect adjacent Residential uses from impacts emanating from the Industrial use.

2.9.3.8 Council will initiate a study of SPECIAL POLICY AREA 10 as shown on Schedule "B" in conjunction with the Region and the Conservation Authority to formulate a master plan of the AREA for water-oriented and open space recreational uses. The proposed study and master plan will consider, but not be limited to, the following:

- i) The deployment of properties acquired to date through the on-going acquisition program;
- ii) The continued acquisition of properties;
- iii) The identification of and deployment of recreation facilities;
- iv) The location of public access points to the lakeshore;
- v) The circulation pattern within the AREA, as well as general access from the City and Region; and,
- vi) The appropriate shoreline protection measures as may be prescribed by the Ministries of Natural Resources and Environment to mitigate flooding, erosion and pollution.

2.9.3.9 In keeping with the provisions of Subsection A.2.3, for those lands shown on Schedule "B" as SPECIAL POLICY AREA 11, Light Industrial uses will be permitted. Accordingly, all appropriate policy provisions in this Plan dealing with the Light Industrial land use category will apply. Notwithstanding, for those lands which are adjacent to Special Policy Area 8, limited expansion to existing dwellings will be permitted without Committee of Adjustment approval

SUBSECTION A.3.1

HAZARD LANDS

It is the intent of the policies of this Plan that those lands which may pose a threat to life and property because of inherent physiographic characteristics such as erosion or flood susceptibility will be deemed to be HAZARD LANDS.

For the most part, these lands fall within the 'flood-lines' of the Red Hill, Stoney, Chedoke and Ancaster Creeks, their tributary watercourses, in addition to the lands within the 'fill and construction limits' of the Niagara Escarpment and Cootes Paradise.

It is intended that all HAZARD LANDS will be preserved and that uses or activities which could be adversely affected by, or could increase, the inherent hazards will be prohibited in and adjacent to them.

3.1.1 Certain areas within the City of Hamilton which form a part of the Open Space designation on Schedule "A" are recognized as having inherent environmental hazards such as flood and erosion susceptibility. These areas are only schematically shown as HAZARD LANDS on Schedule "C" to this Plan. Accordingly, it is intended that a proponent for redevelopment or development purposes abutting on, or within HAZARD LANDS, make reference to the "flood"-and "fill-line" mapping approved by the appropriate Conservation Authority for precise delineation.

3.1.2 The general intent of this Plan is that there should be no encroachment of development or major landscape alterations of these HAZARD LANDS and accordingly, the following policies will apply:

- i) No buildings, structures or fill will be permitted in these areas, except where buildings and structures are intended for floor or erosion control, or are normally associated with the flood plain or landscape stabilization, or are required essential utilities, and are approved by Council, the Region and the Conservation Authority having jurisdiction. Further, no placing or removal of fill of any kind whether originating on the site or elsewhere, will be permitted in these areas unless such is approved by Council and the Conservation Authority having jurisdiction.

- ii) Whenever any flood control or other remedial works are undertaken which result in changes to the area of land subject to hazardous conditions, Council may consider amendment to this Plan for redesignation, if deemed to be necessary;
- iii) Where new development is proposed on a site, part of which lies within the HAZARD LANDS shown on Schedule "C", the provision of Subsection D.5 regarding Parkland dedication will apply;
- iv) No portion of a building, structure or tile field will encroach into a setback from a stream, natural watercourse or pond, or from valley "fill lines" or "top-of-bank" lines as pre-determined by the Conservation Authority having jurisdiction;
- v) HAZARD LANDS will be zoned in a separate classification in the implementing Zoning By-law; and,
- vi) Notwithstanding the Non-Complying Uses policies as set out in Subsection A.3.3 of this Plan, Council and the Committee of Adjustment will discourage the expansion of existing Non-Complying Uses within HAZARD LANDS.

3.1.3 Notwithstanding the foregoing, any amendment for redesignation of HAZARD LANDS as shown on Schedule "C" for other purposes may be considered by Council after taking into account:

- i) The existing environmental hazards;
- ii) The potential impacts of these hazards;
- iii) The proposed methods by which these impacts may be mitigated in a manner consistent with accepted engineering techniques and resource management practices;

- iv) The costs and benefits in monetary, social and biological value in terms of any engineering works and/or resource management practices needed to overcome these impacts; and,
- v) The Parkway Belt West Plan, where applicable.

SUBSECTION A.3.2

ENVIRONMENTALLY SENSITIVE AREAS

It is the intent of the policies of this Plan that those areas which are ecologically significant will be deemed ENVIRONMENTALLY SENSITIVE AREAS. It is intended that ENVIRONMENTALLY SENSITIVE AREAS be preserved in their natural state; however, limited development may be permissible, subject to assessment of impacts and sensitive design measures to retain the natural attributes of the area.

- 3.2.1 Notwithstanding the land use designations shown on Schedule "A" and the accompanying policies, those lands identified on Schedule "D" as ENVIRONMENTALLY SENSITIVE AREAS will be preserved in a natural or undisturbed state. Accordingly, the primary uses permitted will be for open spaces, undeveloped parks, public or private recreational uses, conservation uses and those uses existing at the time of the approval by the Zoning By-law implementing this Plan.
- 3.2.2 In recognition of the Regional Official Plan, Council will advise the Region when proposals are received for a change in the legal use of land or buildings through amendments to the Official Plan or Zoning By-law, or for an increase in intensity of an existing legal use by land severances, subdivision or variance affecting any ENVIRONMENTALLY SENSITIVE AREA.
- 3.2.3 Where development or redevelopment is proposed on lands designated ENVIRONMENTALLY SENSITIVE AREAS, Council may consider an application for an amendment to the implementing Zoning By-law providing that the proposed use is compatible with the protection of the ENVIRONMENTALLY SENSITIVE AREA and the Parkway Belt West Plan, where applicable. For this purpose, Council may further require of the proponent that a Feasibility Study and Impact Analysis be undertaken by a qualified professional with expertise in environmental studies, and that this Study and Analysis contain the following:
 - i) A statement as to the environmental quality, uniqueness and character of the ENVIRONMENTALLY SENSITIVE AREA in which the proposed undertaking will occur;
 - ii) A description of the purpose of the undertaking; and,

iii) A description of:

- a) The environment that will, or that might be expected to be affected, directly or indirectly;
- b) The effects that will, or might be expected, on the environment; and,
- c) The actions that will, or that might be required to prevent, change, mitigate or remedy the effects upon, or the effects that might reasonably be expected upon the environment by the undertaking.

- 3.2.4 Council will provide the appropriate public authorities with an opportunity to review and make recommendations on the acceptability of the Feasibility Study and Impact Analysis for an ENVIRONMENTALLY SENSITIVE AREA.
- 3.2.5 When an Environmental Assessment of a proposal is carried out under the Ontario Environmental Assessment Act, that Assessment will be considered as fulfilling the Feasibility Study and Impact Analysis requirements of this Plan.
- 3.2.6 Prior to granting any amendment specified in Policy 3.2.3 above, Council may consider entering into an agreement with the property owner to preserve all or part of the ENVIRONMENTALLY SENSITIVE AREA in a natural or undisturbed state.
- 3.2.7 Land abutting ENVIRONMENTALLY SENSITIVE AREAS will be developed in a manner to protect and complement the adjacent hazard and/or natural attributes.

SUBSECTION A.3.3

NON-COMPLYING USES

The land use policies of this Plan and the designations detailed on Schedule "A" represent a strategy which will be followed over the next two decades. However, it is recognized that there exist in the City some land uses that do not presently comply with the strategy set out in this Plan and that this situation is likely to persist for some time. As well, many of these uses have been established for a considerable number of years and frequently, a large degree of tolerance has resulted between them and their neighbours. While a sound planning program would not deliberately seek to foster a mix of land uses that would be detrimental to each other, it must be recognized that situations exist that can be tolerated in the interim without adverse results.

The Plan, therefore, while endeavouring to achieve a high degree of land use compatibility for new development, intends that there be a degree of leeway in land use for existing areas where time and custom has achieved an acceptable level of tolerance. Nevertheless, there are still some existing uses that not only do not comply, but are also incompatible, for which specific policy remedy is required.

- 3.3.1 It is the intent of Council that any existing land use which does not comply with the land use designations shown on Schedule "A" or their related policies should cease to exist over time. Accordingly, such uses will be deemed to be NON-COMPLYING and will be, or remain, zoned for the intended use so that the affected lands may convert to the use intended by this Plan.
- 3.3.2 In certain instances, Council may deem it to be desirable to permit the extension beyond the boundaries of the site, or redevelopment, of a NON-COMPLYING use to avoid unnecessary hardship. Such proposed extension or enlargement will be dealt with in the following manner:
 - i) Council will determine the feasibility of acquiring and of holding, selling, leasing or redeveloping the property concerned in accordance with the provisions of The Planning Act. Council will further examine the merits and potential for the relocation of the use to an area in compliance with this Plan;

- ii) If acquisition by the City is not feasible, Council may encourage the Region to consider acquisition. Where no municipal acquisition is possible and/or the special merits of the individual case make it desirable to grant permission for the extension or redevelopment of the NON-COMPLYING use, Council may consider the passing of an enabling Zoning By-law pursuant to The Planning Act; and,
- iii) Council, before passing such a By-law, will be satisfied that the following requirements are, or will be, fulfilled to ensure the protection of the wider interests of the general public:
 - a) That the proposed extension or enlargement of the established NON-COMPLYING use will not unduly aggravate the situation created by the existence of the uses, especially in regard to the land use designation of this Plan and the requirements of the Zoning By-law applying to the area;
 - b) That the proposed extension or enlargement will be in an appropriate proportion to the size of the NON-COMPLYING use established prior to the passing of the original Zoning By-law;
 - c) That an application, which would affect the boundary between areas of different land use designations in this Plan, will only be processed under these policies, if it can be considered as a minor adjustment. Major intrusions will require an amendment to this Plan;
 - d) The characteristics of the existing NON-COMPLYING use and the proposed extension or enlargement will be examined with regard to noise, vibrations, fumes, smoke, dust, odours, lighting and traffic generation. No amendment to the By-law will be made if one or more of such nuisance factors will be created or increased so as to add essentially to the incompatibility of the use with the surrounding area;

- e) That the neighbouring complying uses will be protected, where necessary, by the provision of areas for landscaping, buffering or screening; appropriate setbacks for buildings and structures; devices and measures to reduce nuisances; and, where necessary, by regulations for alleviating adverse effects caused by outside storage, lighting, advertising, signs, etc.;
- f) Such provisions and regulations will be applied to the proposed extension or enlargement and, wherever feasible, be also extended to the established use in order to improve its compatibility with the neighbourhood;
- g) That traffic and parking conditions in the vicinity will not be adversely affected by the application and traffic hazards will be kept to a minimum by appropriate design of access and egress points to and from the site, and improvement of sight conditions, especially in proximity to intersections;
- h) That adequate provisions have been or will be made for off-street parking and loading facilities; and,
- i) That municipal services such as water, sanitary and storm sewers, roads, etc., are adequate, or can be made adequate.

3.3.3 Where an established NON-COMPLYING use seriously affects the general amenity of the surrounding area, consideration will be given to the possibility of ameliorating such conditions, especially when public health and welfare are directly affected.

3.3.4 Notwithstanding Policies 3.3.1 and 3.3.2 above, and Subsection D.3, where an existing use of land does not comply with the land use designations shown on Schedule "A" or their related policies, Council may recognize this use or other NON-COMPLYING use in the Zoning By-law, provided that:

- i) It does not aggravate any situation detrimental to adjacent complying uses;
- ii) It does not constitute a danger to surrounding uses and persons by virtue of a hazardous nature, the traffic generated, or other nuisance; and,
- iii) It does not interfere with desirable development in adjacent areas that are in conformity with this Plan.

SUBSECTION A.3.4

DIVISION OF LAND

It is the general intent of this Plan that the further division of land in the City will be primarily where the lots to be created are within a registered plan of subdivision approved by the Region.

3.4.1 In accordance with the intent of the Regional Official Plan, consents to sever individual parcels of land within the City will generally be discouraged and limited in accordance with the following provisions:

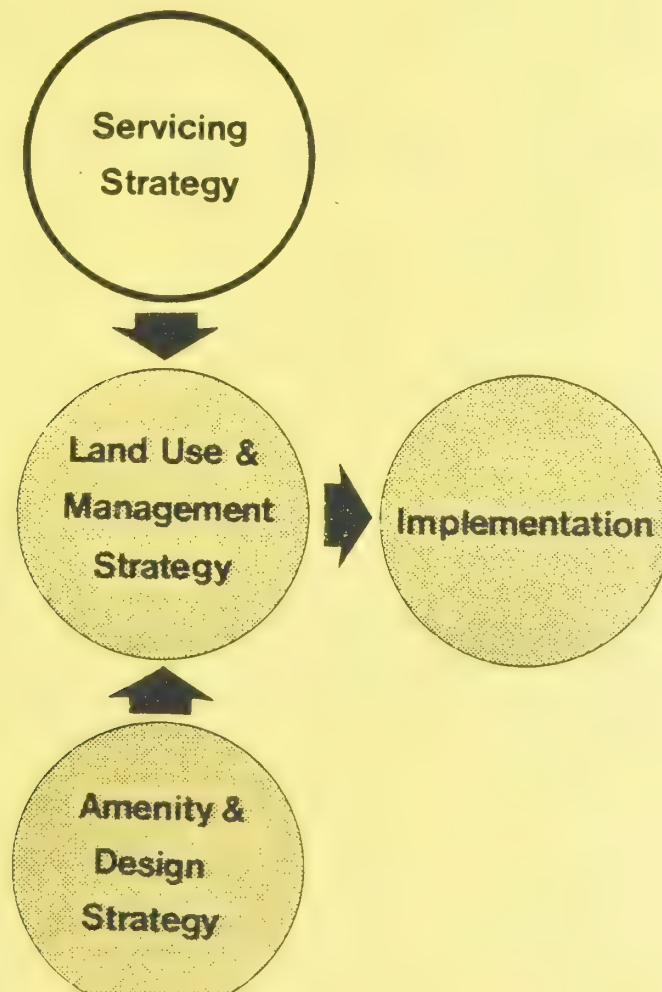
- i) Severances to create new lots where adequate municipal sewer and water services are not available will be prohibited, unless a hardship will be created;
- ii) Severances will be discouraged which do not comply with the Staging policies of Subsection B.1 and the severance policies of the Regional Official Plan; and,
- iii) Severances will be discouraged where such severance would make it difficult to assemble adequate parcels of land which would permit planned development.

Section B: Servicing Strategy

The Land Use and Management Strategy detailed in Section A of this Plan defines the nature and physical extent of growth anticipated to the year 2001. However, this STRATEGY is predicated on the efficient and economic deployment of necessary services to support the existing and proposed complement of land uses, and to ensure the safety, health and well-being of the residents of the City.

Accordingly, it is the intent of this Plan to detail a SERVICING STRATEGY to ensure that the responsible jurisdictions, public agencies and authorities co-ordinate the provision of appropriate levels of services to be commensurate with the rate and extent of anticipated growth. The STRATEGY identifies:

- requirements for the Staging of Development;
- provisions for the extension of Engineering Services;
- improvements to Circulation and Movement; and,
- provision for Utility Services.



SUBSECTION B.1

STAGING OF DEVELOPMENT

It is the intent of this Plan that new development in the undeveloped areas of the City be STAGED so as to provide for the orderly and economic extension of all municipal works and services. Since new development will normally be possible if piped municipal services are available, it is essential that the STAGING OF DEVELOPMENT will be concurrent with the staging of construction of municipal sewerage and water works services.

The actual time period for the various stages will depend to a large extent on the rate of population growth and financial capabilities of the City and/or Region to undertake the necessary expenditures. The sequence for the STAGING OF DEVELOPMENT is not intended as a rigid timetable within which development must occur. Rather, it is intended that economic and efficient use of services and community facilities will be made in each STAGE before proceeding with development in the next STAGE, dependent on the financial capacity of the City and/or Region to meet the public costs of permitting the next STAGE to develop.

1.1 The sequence of STAGING OF DEVELOPMENT in the undeveloped areas of the City will be:

- i) firstly, STAGE I;
- ii) secondly, STAGE II; and,
- iii) thirdly, STAGE III,

as shown on Schedule "E".

1.2 It is the intent of Council that economic and efficient use will be made of municipal facilities in each STAGE before permitting development in the next STAGE. Development in each STAGE will also be consistent with the financial capacity of the City and/or Region to meet the public costs of permitting the next STAGE OF DEVELOPMENT.

- 1.3 It is the intent of Council that sixty percent (60%) of planned Residential development be registered in any serviced STAGE prior to permitting further Residential development to occur in any subsequent undeveloped STAGE.
- 1.4 In addition, Council will be satisfied that the program for the extension of Engineering Services is compatible with said extensions of development.
- 1.5 Notwithstanding Policy 1.3 above, Council may vary the specified percentage of planned development in light of special circumstances peculiar to a partially-developed neighbourhood or neighbourhoods within a particular STAGE.
- 1.6 Notwithstanding Policies 1.3 and 1.4 above, where there is considerable development which has already taken place without Engineering Services, Council may permit further infilling and rounding out of such development.

SUBSECTION B.2

ENGINEERING SERVICES

The intent of the policies set out in this Plan is to ensure that improvements to and the required complement of ENGINEERING SERVICES (Water Distribution, Sewage Disposal, Storm Drainage and Solid Waste Disposal) are commensurate with the requirements of anticipated growth in the City. Accordingly, it is intended that only those sectors of the City designated for growth by the Land Use Concept be provided with necessary Services.

SUBSECTION B.2.1

WATER DISTRIBUTION

It is intended that all existing and future development within the City will be effectively serviced by the WATER DISTRIBUTION System in order to mitigate or prevent environmental and health problems or other hardships. This Plan will also encourage that all existing development, in time, be connected to the System in order to mitigate potential adverse environmental effects from development currently not connected to the System.

- 2.1.1 In accordance with the intent of the Regional Official Plan, Council will encourage the Region to maintain and, where necessary, improve water supply in the City. New development and/or re-development will only be permitted where the water supply is deemed to be adequate by the Region.
- 2.1.2 No extension of the WATER DISTRIBUTION System will be made into undeveloped areas of the City, except where the Region is satisfied that a proven need exists. In this regard, Council will encourage the Region to ensure that the following conditions have been identified:
 - i) Existing or potential health hazards;
 - ii) Environmental degradation; and,
 - iii) Undue hardship imposed on residents as a result of inadequate water supplies.
- 2.1.3 Council will co-operate with the Region to ensure that the staging, construction or expansion of the WATER DISTRIBUTION System is carried out in conjunction with the Staging of Development policies outlined in Subsection B.1 of this Plan.
- 2.1.4 Council will encourage the Region to maintain and improve the WATER DISTRIBUTION System throughout the City. In so doing, additional storage capacity will be provided in reservoirs and sufficient water pressure maintained in the distribution system to adequately confront fire and other types of emergencies.

- 2.1.5 Notwithstanding Policy 2.1.2 above, where there is considerable development which has already taken place without connection to the WATER DISTRIBUTION System, Council may permit further infilling and rounding out of such development, provided that they can be connected to the WATER DISTRIBUTION System when the System is extended to the area and that the following are met:
- i) The site proposed for development has adequate quality and quantity of ground water; and
 - ii) The proposed development will not create potential health hazards to the area residents.

SUBSECTION B.2.2

SEWAGE DISPOSAL

It is intended that all new development or redevelopment within the City will be effectively serviced by the SEWAGE DISPOSAL System, and that improvements or extensions will be made to this System where necessary. It is recognized that growth in the City is subject to SEWAGE treatment capacities, and accordingly, the quality of effluent discharged into the environment. In this regard, the Plan will encourage the appropriate agencies to introduce adequate measures to provide for future improvements to the SEWAGE DISPOSAL System.

- 2.2.1 Council will, with the co-operation of the Region, require that all new development in the City be effectively serviced by the SEWAGE DISPOSAL System. In this regard, Council will encourage the appropriate agencies to ensure that necessary improvements to, or extension of, the SEWAGE DISPOSAL System, expansions to the capacity of the Woodward Avenue Sewage Treatment Plant, and the monitorings of effluents discharged are undertaken.
- 2.2.2 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to investigate and implement methods for treating storm run-off and overflow from combined sewers in the City.
- 2.2.3 Council will co-operate with the Region to ensure that the staging, construction or expansion of the SEWAGE DISPOSAL System is carried out in conjunction with the Staging of Development policies outlined in Subsection B.1 of this Plan.
- 2.2.4 Notwithstanding Policy 2.2.1 above, where there is considerable development which has already taken place in an area without a SEWAGE DISPOSAL System, Council may permit further infilling and rounding out of such development on temporary individual sewage disposal systems approved by the Medical Officer of Health, provided that they can be connected to the SEWAGE DISPOSAL System when the System is extended to the area.

SUBSECTION B.2.3

STORM DRAINAGE

It is intended that adequate measures be required or undertaken to ensure that STORM water run-off within the City is safely and effectively managed. Accordingly, this Plan promotes the linkage of all new development to appropriate STORM DRAINAGE facilities to minimize any adverse effects created by development on the natural environment.

- 2.3.1 Council will require that all development and/or redevelopment be connected to and serviced by a STORM DRAINAGE System or other appropriate system such as ditches, 'zero run-off' and any other technique acceptable to Council and the Conservation Authorities. Council will ensure that the extension of the STORM Sewer System is at a sufficient capacity to support future anticipated growth in the City. In this regard, Council will co-operate with the appropriate Conservation Authorities in any flood management studies or engineering works that may be undertaken from time to time to improve or maintain the drainage capacity of natural watercourses flowing through the City.
- 2.3.2 Council will ensure that all STORM DRAINAGE facilities are constructed completely separate from Sanitary Sewer facilities and encourage, where feasible, the separation of existing combined systems when appropriate opportunities arise.
- 2.3.3 Council will not permit any new development or redevelopment where it would interfere with or reduce the drainage capacity of any natural watercourse or result in any pollution and drainage problems along watercourses and their tributaries.
- 2.3.4 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region and appropriate Provincial agencies in any study or program to investigate and implement suitable and economical methods of increasing water infiltration to the ground; of reducing residual urban STORM water run-off; and of watershed management.

SUBSECTION B.2.4

SOLID WASTE DISPOSAL

It is intended that the City co-operate with the Region to ensure effective SOLID WASTE DISPOSAL service for all land uses. Accordingly, it is intended that all land uses be served by a regularly-scheduled DISPOSAL service.

- 2.4.1 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to provide a co-ordinated System for the collection and haulage of SOLID WASTE to Regional DISPOSAL facilities.
- 2.4.2 Council will encourage the Region to establish transfer facilities within Industrially designated areas well removed from Residential uses, and other WASTE DISPOSAL services, to efficiently serve the City in the most economical and environmentally-acceptable means available.
- 2.4.3 In accordance with the intent of the Regional Official Plan, Council will encourage and co-operate with the Region in developing a program for resource recovery and recycling of SOLID WASTE materials.
- 2.4.4 Council will co-operate with the Region to monitor the leachate seepage and methane gas conditions of all sanitary landfill sites in the City, and in so doing, take every measure to protect the surrounding area and prevent adverse environmental effects that may be associated with the sanitary landfill sites.
- 2.4.5 Council will co-operate with the Region, during the final stages of deposition of the sanitary landfill site on the East Mountain, to consider its potential use for recreational purposes. Accordingly, consideration will be given, but not limited to the contouring of the lands. This will be carried out in a manner that is environmentally-acceptable and subject to the approval of the Ministry of the Environment.

- 2.4.6 All uses in the City will be served by a regularly-scheduled SOLID WASTE collection through the municipal disposal service, or in the case of certain uses, through individually-contracted collection service.
- 2.4.7 Council will not permit the final disposal of SOLID WASTE within the City except at approved disposal facilities to protect the environment and the public health.
- 2.4.8 Council will encourage the Region to co-operate with senior levels of government to develop programs which may reduce the quantities of SOLID WASTE generated within the City.
- 2.4.9 Council will encourage the Region to utilize innovative SOLID WASTE Disposal Systems (e.g., SWARU) that recover and recycle SOLID WASTE.
- 2.4.10 Council may pass By-laws to require and control the location of waste storage areas and containers in Industrial and Commercial areas and to regulate the temporary storage of waste material on street boulevards.

SUBSECTION B.3

CIRCULATION AND MOVEMENT SYSTEM

The general intent of this Plan is to ensure the development and maintenance of an effective CIRCULATION AND MOVEMENT SYSTEM that will maximize accessibility in all parts of the City and reduce conflicts between pedestrian and vehicular circulation. The CIRCULATION AND MOVEMENT SYSTEM will consist of a Road Network, Public Transit, Parking, Pedestrian and Bicycle Circulation, and Rail, Marine and Air Services which will link the various land use designations in the Plan.

SUBSECTION B.3.1

ROAD NETWORK

It is the intent of this Plan that the ROAD NETWORK consisting of Regional and Municipal roads will accommodate anticipated future traffic volumes at a reasonably high level of service. Accordingly, this NETWORK is classified by function to identify and differentiate the various types of ROADS that are required for local and through-traffic. This will also facilitate the planning and implementation of ROAD improvements, operation and maintenance.

- 3.1.1 In accordance with the provisions of the Regional Official Plan, Council will integrate the planning of the ROAD NETWORK under its jurisdiction with the Regional Road System.
- 3.1.2 In accordance with the intent of the Regional Official Plan, the ROAD NETWORK will be composed of Inter-Regional Highways, Arterials (which are Regional Roads), Collectors and Local Roads. All Inter-Regional Highways and Arterials are shown on Schedule "F"; in addition, right-of-way requirements are identified for certain Arterials and other roads.
- 3.1.3 The planning and implementation of the ROAD NETWORK will be subject to the following functional road classifications:
 - i) INTER-REGIONAL HIGHWAYS provide strategic links in the ROAD NETWORK. Their primary function is to carry traffic into, through and out of the City and the Region. INTER-REGIONAL HIGHWAYS such as Queen Elizabeth Way, Highway 403, Centennial Parkway and Rymal Road will have full or partially-controlled access to abutting lands;
 - ii) ARTERIAL ROADS will function as strategic links in the overall ROAD NETWORK. These Regional ROADS will carry relatively large volumes of short and long-distance traffic in and through the City. ARTERIAL ROADS provide some access to abutting properties;

- iii) COLLECTOR ROADS will function as connecting road links between Arterial and Local Roads. They generally carry lower traffic volumes than Arterial Roads and may provide direct access to abutting properties; and,
- iv) LOCAL ROADS will provide direct access to abutting properties and carry traffic predominantly of local nature.

3.1.4 Where feasible, the planning and implementation of the ROAD NETWORK for each functional classification as described above will generally be based on certain standard right-of-way widths, current design practices, and in accordance with the Regional Official Plan. Notwithstanding the above, where existing roads in developed areas are designed at a lesser standard, consideration may be given for their improvement. The general road right-of-way widths will be based on the following standards and kept free of development:

- i) INTER-REGIONAL HIGHWAYS will have right-of-way widths and design standards adequate to accommodate long-distance traffic;
- ii) ARTERIAL ROAD right-of-way widths will be 60 metres when there is complete control of access to abutting land use, and 26 to 36 metres in areas where there is only partial or no control of access to abutting land use;
- iii) COLLECTOR ROAD right-of-way widths will range from 20 to 26 metres; and,
- iv) LOCAL ROAD right-of-way widths will be up to 20 metres.

3.1.5 No development and/or redevelopment will be permitted which does not front on a public ROAD of an acceptable standard of construction. Further, Council will require as a condition of approval that sufficient lands are conveyed to provide for a Road right-of-way in accordance with the designated widths as set out in Policy 3.1.4 above. Accordingly, Council may protect the specified right-of-way widths through the adoption of appropriate by-laws.

3.1.6 In accordance with the intent of the Regional Official Plan, where a significant portion of development has taken place along a Major Road and the Road rights-of-way are not specified on Schedule "F", Council will require special studies to be undertaken to determine a practical right-of-way along such Roads to serve traffic requirements while minimizing the negative impacts on development. Accordingly, the exact rights-of-way to be protected for such Roads will be specified by Council after these studies are completed by way of an amendment to this Plan.

3.1.7 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to protect lands for purposes of future controlled access interchanges to the proposed east-west transportation facility in the vicinity of:

- i) Upper Horning Road;
- ii) Garth Street;
- iii) Upper James Street;
- iv) Upper Wentworth Street;
- v) Upper Gage; and,
- vi) The northern extension of Dartnall Road.

The exact boundaries of the lands required for these interchanges will be determined through detailed study and will be designated in Secondary Plans.

3.1.8 In addition to Policy 3.1.9 below, Council will, where deemed necessary and with the co-operation of the Region, initiate construction and maintenance programs to improve the safety and operation of the ROAD NETWORK.

3.1.9 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to improve and overcome deficiencies on Arterial Roads by providing for the possible future location or the improvement of the following:

- i) A new road linking Burlington Street West to Highway 403 as shown on Schedule "F";

- ii) A new east-west and north-south transportation facility that will link Highway 403 on the mountain with Queen Elizabeth Way as shown on Schedule "F";
- iii) Additional east-west road capacity on existing Arterial Roads or a new road connection between the downtown area and the junction of Main Street and Cootes Drive; and,
- iv) Additional east-west road capacity on existing Arterial Roads or a new road connection between the downtown area and the junction of King Street and Lawrence Road.

Further, these new links will be assessed in reference to their effects on adjacent land uses through the preparation of detailed policies in Secondary Plans. Accordingly, such Plans will promote, where necessary, appropriate setback, buffering, screening and landscaping to alleviate environmental, social and economic consequences resulting from the possible new location of such roads and in keeping with the intent of The Environmental Assessment Act.

- 3.1.10 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to improve, when necessary, the Mountain access approaches between Beckett Drive and Sherman Access. Accordingly, Council will assist the Region in reviewing the pattern of vehicular movement and take necessary measures to maintain the free flow of traffic and minimize impacts on adjacent neighbourhoods.
- 3.1.11 In accordance with the intent of the Regional Official Plan, and where feasible, direct access to Arterial Roads from individual properties will be limited by special restrictions to enhance the free flow of traffic and minimize the impacts on abutting properties and pedestrian movement. Accordingly, the following general principles will be used to implement this policy through Secondary Plans:

- i) The location and design of Collector Roads to discourage through-vehicular traffic within Residential areas;
- ii) The spacing between Arterial and Collector Road intersections will be appropriate to accommodate traffic control devices operated in a safe and efficient manner to enhance the flow of traffic along Arterial Roads and minimize the number of stops for vehicular traffic;
- iii) The spacing and possible reduction of driveways on Arterial Roads by means of proper site planning techniques such as controlled access and common off-street parking facilities;
- iv) Where feasible, the elimination of on-street parking on Arterial Roads by providing suitable off-street parking facilities;
- v) An adequate buffer or intervening landscaping and screening; and,
- vi) The provisions set out in Subsection D.2 of this Plan.

3.1.12 Further, where reverse frontage lots for Residential development are required adjacent to Arterial Roads (i.e., the east-west and north-south transportation facility), additional measures to attenuate the effects of noise and visual intrusion, such as but not limited to additional yard or lot requirements, double-glazing of windows, use of construction materials having sound-proofing qualities, and the reserve of easements for the effective placement of noise berms, will be investigated and implemented, where required, to meet the acoustical standards of the Ministry of the Environment and as further set out in Subsection C.7.

3.1.13 Council will co-operate with the Region in the designation and development of scenic drives and their integration with major open spaces, recreational areas and pedestrian and bicycle paths.

- 3.1.14 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to designate, maintain, monitor and improve truck routes to accommodate the safe and efficient movement of truck traffic, while prohibiting the penetration of non-essential trucking into Residential areas.
- 3.1.15 In addition to Policy 3.1.14 above, Council may require appropriate building setbacks, screening and buffering requirements along designated truck routes to alleviate excessive noise impacts on adjacent land uses.
- 3.1.16 Secondary Plans will identify appropriate abatement measures to mitigate the impact of rail and vehicular noise on existing and proposed Residential developments, and in accordance with the provisions of Subsection C.7.
- 3.1.17 Council, in reviewing new subdivision plans, development and/or redevelopment proposals, will require, as a general standard, that sidewalks be provided adjacent to the development.

SUBSECTION B.3.2

PUBLIC TRANSIT

It is the intent of this Plan to provide for an efficient PUBLIC TRANSIT System that will meet the future needs of people in the City, and will attract sufficient levels of ridership.

- 3.2.1 In accordance with the intent of the Regional Official Plan, Council will encourage the Transit Authority to maintain a level of PUBLIC TRANSIT service that reflects and meets the needs of the commuting public. Accordingly, Council will support the Region in promoting TRANSIT ridership throughout the City, extending and integrating the PUBLIC TRANSIT service with other land uses.
- 3.2.2 Council will encourage the Transit Authority to ensure:
 - i) The safe and efficient movement of the commuting public;
 - ii) The continued development of the TRANSIT System in the Central Policy Area as a primary focal point of the System to provide a high degree of accessibility and reduce dependency on private automobiles;
 - iii) An optimum number and distribution of TRANSIT routes throughout the City; and,
 - iv) A high degree of accessibility to the PUBLIC TRANSIT System in all areas.
- 3.2.3 Council will promote Sub-Regional Centres as secondary focal points for local TRANSIT service and further, will co-operate with other levels of government in any investigation to increase TRANSIT capacity linking the Central Policy Area and the Sub-Regional Centres to other land uses.
- 3.2.4 Council will investigate with the appropriate Regional and Provincial Authorities the feasibility of a multi-mode transportation terminal in the Central Policy Area for inter-urban and intra-urban TRANSIT services. Accordingly, Council will encourage the consideration of the following criteria:

- i) Proximity to other forms of PUBLIC TRANSIT;
- ii) Proximity to pedestrian routes;
- iii) Proximity to existing and proposed employment/retail centres;
- iv) Proximity to parking facilities; and,
- v) Ease of access for TRANSIT vehicles.

3.2.5 In the planning of TRANSIT services, and in accordance with the Regional Official Plan, Council will encourage the appropriate Authorities to consider the location of the following:

- i) Major employment and retail concentrations and schools;
- ii) Concentrations of high-density Residential developments;
- iii) Terminals of inter-city transportation systems;
- iv) Major medical and social service centres;
- v) Housing developments for the elderly and/or the handicapped; and,
- vi) Parks, theatres and museums.

3.2.6 Council will encourage and co-operate with the appropriate Authorities to ensure that all Shopping Centres and Extended Commercial areas are provided with an acceptable level of TRANSIT service.

3.2.7 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to establish ancillary public parking to promote and facilitate the use of PUBLIC TRANSIT.

3.2.8 In the preparation of Secondary Plans, Council will encourage and co-operate with the Transit Authority to locate TRANSIT stops, where possible and feasible, in close proximity to passenger generators. Furthermore, Council will support, where practicable, the integration of those stops with pedestrian crosswalks.

- 3.2.9 In keeping with the intent of Policy 3.2.8 above, Council will co-operate and encourage the Region to promote, where necessary and feasible, the provision of special bus lanes and bus-bays for routes carrying high volumes of TRANSIT vehicles.
- 3.2.10 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region and the appropriate Provincial agencies to provide and maintain an inter-regional TRANSIT System which increases accessibility between Hamilton and Municipalities beyond the Region.
- 3.2.11 To minimize the need for new road facilities in congested corridors and to accommodate large volumes of TRANSIT users, Council may consider the potential of a new and innovative intermediate capacity transit line connecting downtown Hamilton to an appropriate location on the Mountain. Accordingly, Council will co-operate with the Region and other levels of government in any studies to determine an appropriate location for the intermediate capacity transit lines and have regard for the following:
- i) Major employment and retail centres;
 - ii) Concentration of high-density Residential developments;
 - iii) Major cultural, medical and institutional nodes;
 - iv) Areas of higher population densities; and,
 - v) The possibility of operating the intermediate capacity transit lines within exclusive rights-of-way.

SUBSECTION B.3.3

PUBLIC AND PRIVATE PARKING

The Plan recognizes the importance of PUBLIC AND PRIVATE PARKING facilities. In this regard, it is intended that adequate PUBLIC AND PRIVATE PARKING facilities are available and will continue to serve the City without interfering with the efficient flow of traffic movement.

- 3.3.1 Council will maintain and enhance the supply of short-term PARKING in the City through the operation of the Municipal Parking Authority and requirements for the provisions of private PARKING.
- 3.3.2 In keeping with the intent of Policy 3.3.1 above, Council will regularly review its PARKING policies and relevant By-laws to ensure the safe and efficient operation of PARKING facilities.
- 3.3.3 Council will discourage, where appropriate, the provision of on-street PARKING on Arterial Roads to facilitate the free flow of traffic movement and accordingly, will encourage replacement with sufficient off-street and/or on-site PARKING facilities.
- 3.3.4 Council will require that in all normal circumstances, a high standard will be maintained in accordance with current design practices for PARKING and loading facilities.
- 3.3.5 Council will require, as a condition of development or redevelopment, that ingress and egress points of PARKING areas will be limited in number and designed to acceptable standards for traffic safety. Council will further encourage the sharing of access points by similar adjoining land uses, where practicable, to minimize traffic hazards on major roads.
- 3.3.6 Where necessary and feasible, off-street PARKING, driveways and/or loading areas adjacent to Residential uses will be suitably screened or buffered through the use of fences, berms or other appropriate landscape treatment. All PARKING areas will be suitably surfaced to resist degradation from the elements or use, and where deemed appropriate, be illuminated to facilitate and ensure the safety and convenience of pedestrian or vehicular access to the land uses served thereby.

- 3.3.7 Where severe PARKING and/or loading problems are encountered in developed areas, and where the PARKING and/or loading of vehicles on-streets or adjacent lands constitutes a nuisance, or is seriously affecting the amenity and maintenance of the area, Council may consider the acquisition of lands in appropriate locations for PARKING purposes pursuant to The Municipal Act. Preference will be given to those locations where the problems are most severe and/or where the greatest number of land uses may benefit.
- 3.3.8 Council may, at its discretion and subject to the City of Hamilton Act, provide developers with the option of making a cash payment to the City in lieu of all or part of the Zoning By-law PARKING requirements. Such funds will be used for the acquisition of lands and/or the provision of off-street PARKING throughout the City where deemed appropriate by Council.
- 3.3.9 Those lands that are vacant and which may be advantageously utilized to relieve PARKING difficulties in the City may be authorized by Council to be used as "temporary" PARKING lots, subject to the following:
- i) Temporary PARKING areas will not unduly impede pedestrian movement, or the use of Residential, Open Space or other public lands;
 - ii) Temporary PARKING areas will be sited and designed to reflect the best interests of the local area; and,
 - iii) The use of such vacant lands for temporary PARKING will not exceed two (2) years, of the period which the owner of the land at the time of authorization for PARKING purposes continues to be the owner thereof, whichever is the lesser, as provided in The Planning Act.

SUBSECTION B.3.4

PEDESTRIAN AND BICYCLE CIRCULATION

This Plan promotes a safe PEDESTRIAN AND BICYCLE CIRCULATION System that "links" the various activity nodes throughout the City. The System will also complement, and provide an alternative to vehicular circulation in the Central Policy Area.

- 3.4.1 Council will promote the development of a "link-node" system which will link major PEDESTRIAN destinations such as Schools, Parks and Commercial areas (e.g., the Central Policy Area) by PEDESTRIAN paths, sidewalks along certain roads, and BICYCLE routes. In this regard, Council will undertake a detailed investigation of such a system which will lead to implementation through the preparation of Secondary Plans.
- 3.4.2 Where feasible, a continuous "link-node" system will be co-ordinated with the development and/or redevelopment of Residential and other areas throughout the City. Accordingly, Council will have regard for the following provisions:
 - i) The system will be designed such that it will intersect with major roads at specified points to ensure the safety of pedestrians and cyclists;
 - ii) Where appropriate, the system will be integrated with natural amenity areas such as open space, valleys and parks; and,
 - iii) When development and/or redevelopment proposals are submitted for approval and where such proposals are on land that may affect the continuous nature of the "link-node" system, every effort will be made to ensure that such proposals are integrated with the system through land dedication or land acquisition.

SUBSECTION B.3.5

RAIL SERVICE

It is the intent of this Plan to recognize a RAIL SERVICE System that will meet the existing and future requirements of residents, business and industries. Moreover, the System will supplement road transport for commodity movements. It is also intended to minimize inherent conflicts between rail, vehicular and pedestrian circulation.

- 3.5.1 In accordance with the Regional Official Plan, Council will encourage railway companies to provide safe and efficient service for both the residents and industries of the City. In this regard, Council will promote RAIL SERVICE to improve the inter-city commuter facilities and provide sufficient RAIL SERVICE for Industrial establishments.
- 3.5.2 In this regard, special provisions will be established through detailed Secondary Plans or when reviewing major development and/or redevelopment proposals to protect land uses adjacent to RAIL lines and in accordance with the following provisions:
 - i) Additional setback and buffer requirements for abutting non-Industrial land uses to reduce the level of noise and vibration generated by trains;
 - ii) Utilization of special building construction techniques; and,
 - iii) Compliance with the provisions of Policy B.3.1.16 and Subsection C.7.
- 3.5.3 Council, in co-operation with the Region and the appropriate authorities, will review the conflicts between RAIL and vehicular or pedestrian movements, and adjacent land uses, to ascertain the measures to:
 - i) Provide appropriate level crossing control devices;
 - ii) Accommodate grade separations where hazardous conditions prevail with the financial assistance of the Federal Government; and,

- iii) Provide and maintain fences and/or other appropriate measures along RAIL lines and RAIL yards so as to minimize impacts of the RAIL operations on surrounding Residential uses.

- 3.5.4 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region to ensure the integration of existing or planned railway yards and stations within the context of the overall Circulation and Movement System.
- 3.5.5 Council will co-operate with the appropriate agencies to investigate the long-term intended use of existing and abandoned railway lines throughout the City.
- 3.5.6 Further to Policy 3.5.4 above, Council will co-operate with the Region and the appropriate Authority to initiate a detailed investigation into the possibility of relocating the Stuart Street Marshalling Yards to another suitable location.

SUBSECTION B.3.6

MARINE SERVICE

It is recognized in this Plan that the City of Hamilton has exclusive jurisdiction under The Planning Act with respect to land use control, except where the Hamilton Harbour Commissioners undertake development of land for bona fide shipping and navigation purposes. The authority of the Hamilton Harbour Commissioners with respect to uses of land for bona fide shipping and navigation is, therefore, recognized in this Plan.

- 3.6.1 Council will encourage and support the Hamilton Harbour Commissioners in the development of land for bona fide shipping and navigation purposes in a manner consistent with the economic and environmental goals of the City.

SUBSECTION B.5.1.

AIR SERVICE - THE HAMILTON CIVIC AIRPORT

It is the general intent of this Plan to recognize the role of the HAMILTON CIVIC AIRPORT in the City and the Region. Notwithstanding, the City acknowledges that the AIRPORT is under Federal ownership and that the City is responsible for its management. In this regard, the City will co-operate with all levels of government and their appropriate agencies to provide a safe and efficient AIR SERVICE.

3.7.1 Council recognizes the importance of the HAMILTON CIVIC AIRPORT for the growth and development of the City and the Region. In this regard, Council will co-operate with all other agencies of government and private authorities to enhance AIR SERVICE to meet future travel needs by means of:

- i) Modernization and expansion of existing facilities;
- ii) Construction of new runways; and,
- iii) Improving ancillary uses associated with the operation of the AIRPORT such as access and Engineering Services.

3.7.2 In accordance with the Regional Official Plan, Council may, when considering development and/or redevelopment for the area that is subject to the Noise Exposure Forecast contours, apply the appropriate Federal and Provincial land use guidelines and noise abatement measures. In addition, Council will recognize the following:

- i) Site planning standards that are complementary to any standards as may be prepared by the Ontario Ministry of Housing;
- ii) Appropriate Provincial land use compatibility guidelines for uses within the Noise Exposure Forecast system; and,
- iii) Prepare detailed Secondary Plans to identify the location and height limit of proposed buildings in order to secure the safe movement of Air traffic.

- 3.7.3 Further to Policy 3.7.2 above, prior to approving future Residential development that will be affected by a Noise Exposure Forecast contour of 28 or greater, Council will require the proponent of such development to undertake any or all of the following:
- i) Submit a detailed noise analysis prepared by a qualified expert outlining the required noise insulation features in the design of buildings;
 - ii) Satisfy Council that appropriate noise insulation features have been provided in the construction of buildings in accordance with Provincial standards; and,
 - iii) Inform prospective tenants or purchasers of residential units that aircraft noise may interfere with certain activities. Such a warning provision will be registered on title or as a clause in a lease or rental agreement.

SUBSECTION B.4

UTILITY SERVICES

The general intent of the policies set out in this Plan is to ensure that the various agencies responsible for UTILITY SERVICES provide the necessary SERVICES that are associated with and support existing and proposed development. Accordingly, these SERVICES will have a minimum of impact on the built and natural environments.

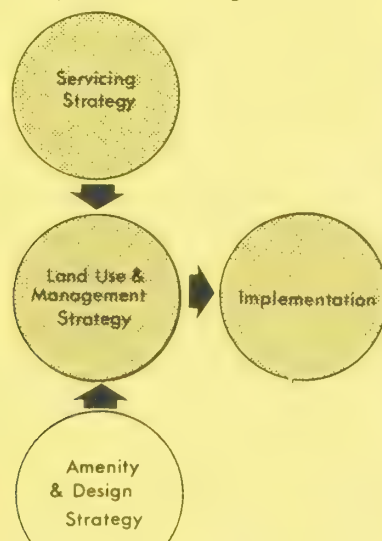
- 4.1 Council will encourage, and where necessary, participate with the various public or private UTILITY agencies to ensure that UTILITY SERVICES such as electric power, pipelines and natural gas lines are readily available to all development at levels necessary to ensure the safety and convenience of the community.
- 4.2 Council will encourage and co-operate with the various public and private agencies in the planning of future transmission routes, easements and facilities for UTILITY SERVICES. Such SERVICES will be provided in a manner which can be integrated with the established and/or anticipated pattern of development.
- 4.3 Council will encourage the appropriate public or private agencies to place electric power, telephone lines, multi-use cables and other such UTILITY SERVICES underground and in accordance with the following provisions:
 - i) In areas where new developments occur, this will be encouraged prior to the actual construction of buildings;
 - ii) In areas where redevelopments occur, this will be required only when and if it is reasonable and economical, having regard to the size of the redevelopment and the extent of work involved; and,
 - iii) In areas where development is likely to remain stable and overhead wires exist, this will be encouraged, where feasible and practicable, when major street improvements are undertaken.

Section C: Amentiy and Design Strategy

The on-going interplay of prominent natural resources and man-made attributes constitutes a significant factor in defining the visual character and quality of life in the City of Hamilton. In order to ensure that these amenities are maintained and enhanced in the realization of the Land Use and Management Strategy, complementing policy direction is required.

While many aspects of AMENITY AND DESIGN are rather subjective, it is the intent of this Plan to detail a STRATEGY premised on accepted fundamental considerations, with sufficient policy direction to enable Council to proceed further in maintaining a quality environment. Accordingly, it is intended that the STRATEGY provide:

- guidelines for the provisions of Community Services;
- measures to encourage Safety to persons and property;
- policies for the provision and preservation of vegetation;
- guidelines for Pollution control and abatement;
- measures for the Maintenance of public and private properties;
- policies to enhance the Residential Environment and to ensure that an appropriate supply of Housing may be provided to meet the changing requirements of the community; and,
- provisions to preserve and utilize the Architectural and Historical resources of Hamilton to enhance the visual character of the City.



SUBSECTION C.1

COMMUNITY SERVICES

The provision of adequate COMMUNITY SERVICES at a rate commensurate with anticipated growth is essential to enhance the quality of life enjoyed by the residents of the City of Hamilton. This will depend, in great measure, on the degree to which COMMUNITY SERVICES such as Parklands and recreation, Schools and Libraries are provided to satisfy the needs of the various segments of the population. Accordingly, where appropriate, the adequacy and required levels of these services will be determined by relating the design population of Planning Units (Neighbourhoods) to recognized standards.

- 1.1 It is the intent of Council to ensure that adequate levels of suitably distributed COMMUNITY SERVICES be provided to satisfy the changing requirements of Hamilton residents. In the provision of services such as Parklands, Schools and Libraries, Council will, in addition to the provisions herein, be guided by the appropriate policies set out in Subsections A.2.4, A.2.6, B.3.4 and D.2 of this Plan.

SUBSECTION C.1.1

PARKLANDS

It is the general intent of this Plan to develop a comprehensive, integrated system of PARKLANDS compatible with the attributes of the City. Further, the Plan promotes bicycle and pedestrian pathways and green space corridors as integral parts of the PARKS System because of their roles as functional and visual links.

- 1.1.1 In order to ensure the provision of adequate amounts of PARKLAND, Council will promote the development of a hierarchy of PARKS throughout the City commensurate with the needs of area residents. In this regard, the following guidelines will be utilized in the determination of these needs:

<u>PARKLAND HIERARCHY</u>	<u>PARKLAND OBJECTIVE PER 1,000 POPULATION SERVED (HECTARES)</u>	<u>SERVICE RADIUS OBJECTIVE (KILOMETRES)</u>
Neighbourhood Park	Not less than .5	Not more than .8
Community Park	Not less than .5	Not more than 1.6
City-wide Park	Not less than 1.9	No maximum
Metropolitan Park	No minimum	No maximum
	Total	2.9+

- 1.1.2 Metropolitan PARKS are considered to be an important category in the hierarchy of PARKLANDS. For example, the Bruce Trail may be deemed to be a Metropolitan PARK having an appeal and attraction extending beyond the City. The inclusion of this level is not intended to indicate a requirement on the Region for provision or management of this level of PARKLAND.

- 1.1.3 It is intended that actual PARK requirements in an area will be identified through the preparation of Secondary Plans, by assessing a number of considerations, including but not limited to, the following:

- i) Population Characteristics (density, age breakdown, ethnic considerations and income);
- ii) Accessibility (including the nature of alternative recreation opportunities in the area);

- iii) Characteristics of Residential development;
- iv) Opportunities for PARKLAND aquisition in terms of costs, property condition and other related factors;
- v) Public input and expressed requirements;
- vi) Locations having site characteristics which lend themselves to recreational use of retention in a natural state;
- vii) Requirements for passive and active spaces;
- viii) Feasibility of locating PARKS adjacent to School sites; and,
- ix) Availability of large-scale alternate PARK facilities in the vicinity.

1.1.4 A Neighbourhood PARK will be provided in each Residential neighbourhood to serve the specific interests of local residents as identified pursuant to Policy 1.1.3 above. Further, the preferred location for a Neighbourhood PARK is adjacent to a public or separate elementary School.

1.1.5 Notwithstanding Policy 1.1.1 above, the service radius objective for a "tot-lot" or "vest-pocket" Neighbourhood PARK as may be deemed to be necessary pursuant to Policy 1.1.3 above, will not be more than .4 kilometre.

1.1.6 A Community PARK will, where feasible and deemed appropriate by Council, be provided and developed in accordance with the following provisions:

- i) Community PARKS will provide a variety of outdoor and indoor facilities to meet a wider range of recreation interests as identified pursuant to Policy 1.1.3 above, and will preferably contain Neighbourhood level facilities;
- ii) The preferred location for a Community PARK is adjacent to a public or separate secondary or junior-secondary School, or in conjunction with a natural area; and,

- iii) Community PARKS will be designed and located so as to be accessible by private and public transportation.

1.1.7 Council will encourage co-operation from local School Boards in the sharing of School grounds to supplement the supply of PARKLANDS. Accordingly, Council may enter into joint-use agreements with an affected School Board. In areas where a deficiency in PARKLAND has been identified, Council may endeavour, through such agreements, to utilize an appropriate additional area of the School site for recreation purposes to offset the deficiency. However, such sharing of the additional area will not alter the degree that PARKLANDS in a particular area remain deficient, but will be deemed to supplement existing facilities until more area can be provided.

1.1.8 Where School sites exceed or fall short of the objectives for site area set out in Subsection C.1.2 of this Plan, Council may respectively decrease or increase the PARKLAND objectives set out in Policy 1.1.1 above by an amount up to the surplus or deficiency of School site. Moreover:

- i) Neighbourhood PARKLAND objectives will be decreased or increased where there is a surplus or shortfall of School sites in accordance with the objectives for Public and Separate Elementary and Junior High Schools set out in Subsection C.1.2; and
- ii) Community PARKLAND objectives will be decreased where there is a surplus or shortfall of School sites in accordance with the objectives for High Schools set out in Subsection C.1.2.

1.1.9 Notwithstanding Policy 1.1.1., Council may consider a lower PARKLAND objective in those neighbourhoods where a Neighbourhood and Community PARK may be feasibly combined on the same site.

1.1.10 Where a Neighbourhood or Community PARK or combination thereof, is adjacent to a School site, Council may lower the necessary PARKLAND objective(s) by up to 20 percent.

- 1.1.11 Where feasible and deemed appropriate, CITY-WIDE PARKS will be provided and developed in accordance with the following provisions:
- i) CITY-WIDE PARKS will provide the residents of the City with natural areas in which they can engage in a variety of recreational activities, or will serve as focal points for major outdoor civic activities or provide specialized facilities such as stadia, arenas, golf courses, and where deemed warranted by Council, may also include facilities for picnicking and camping;
 - ii) CITY-WIDE PARKS will be accessible by both public and private transportation; and,
 - iii) In the development or redevelopment of arenas, stadia, golf courses or similar major recreation facilities, Council will be satisfied that the facility:
 - a) will not generate unacceptable increase in traffic movements through adjacent Residential areas;
 - b) is readily accessible from major roads;
 - c) is designed at a scale and in a manner which minimizes impacts with adjacent land uses; and,
 - d) is provided with adequate on-site, off-street parking.
- 1.1.12 Further to the intent of Subsection B.3.4 of this Plan, where feasible, lands such as along watercourses or easements may be added to the PARKLANDS System to establish a continuous system of walkways, paths and other "links" to facilitate direct access to parks and other pedestrian destination "nodes" within the City. These "links" will be free of structures other than those that may be necessary for a public work or environmental protection function, or as an adjunct to the recreational use. Further:
- i) Lands along watercourses will be preserved in a continuous and natural state where appropriate, and be readily accessible to area

residents, where possible; and,

- ii) Where improvements to the drainage pattern of watercourses are undertaken, consideration will be given to the preservation of existing vegetation and the integration of these improved watercourses into the PARKLANDS System by means of suitable grade variations and landscaping treatment which will be utilized, where practicable, in conjunction with any engineering works or flood-relief program initiated for the watercourses.

- 1.1.13 In accordance with the intent of the Regional Official Plan, Council will co-operate with the Region in determining the requirements of regionally-significant recreation areas. In addition, Council will partake in any recreation study that might be initiated by the Region.

SUBSECTION C.1.2

SCHOOLS

Recognizing that the responsibility for SCHOOLS is vested with the Hamilton Board of Education and the Hamilton-Wentworth Roman Catholic Separate School Board, it is the general intent of this Plan to provide information on which decision for the provision of SCHOOLS may be based. It is intended that SCHOOLS be located so that they are accessible to all students with a minimum exposure to traffic hazards. Where feasible in the newly-developing areas of the City, it is intended that SCHOOL facilities be integrated into the general design of the neighbourhood and be developed in conjunction with a Park so that they may operate together as a unit to maximize the use of the facilities by residents in the immediate area.

1.2.1 It is the intent of Council to co-operate with the School Boards where new SCHOOL facilities may be contemplated and encourage the Boards to consider the following site factors where feasible:

- i) A location close to the centre of the Neighbourhood or the area to be served, but reasonable variations may be made in locations to permit integration with Parks or other public facilities;
- ii) A site of sufficient size to accommodate educational requirements and reasonable future expansion of the facility when warranted, based on the following objectives:

<u>SCHOOL TYPE</u>	<u>SCHOOL SITE OBJECTIVE</u>	
	<u>PER 1,000 POPULATION SERVED</u> <u>(HECTARES)</u>	
Separate or Public		
Elementary Schools	Not less than	.5
Junior High or		
High Schools	Not less than	.25

- iii) Where new Public and Separate SCHOOLS are required to serve a particular area, consideration should be given to locate these in such a manner that the sharing of facilities can be achieved in a campus-like setting

to optimize the use of a common site, parking and playground and to take advantage of economies in construction and maintenance that may be gained thereby.

- 1.2.2 Where a SCHOOL site is not adjacent to an existing or proposed Neighbourhood or Community Park, Council may encourage increasing the desired School site area set out in Policy 1.2.1 above by up to 25 percent.
- 1.2.3 In developed Neighbourhoods where an older SCHOOL is to be replaced or relocated, the appropriate School Board will be encouraged to improve the level of service in the area by means such as, but not limited to, modification to SCHOOL district boundaries or expansion of existing SCHOOLS nearby to improve accessibility by the student population.

SUBSECTION C.1.3

LIBRARY SERVICES

While it is intended that the existing inventory of LIBRARY SERVICES continue to serve City residents, auxiliary facilities may be required when both population growth and user demands warrant. Since it is difficult to anticipate this demand by identifying the number and location of auxiliary LIBRARY SERVICES, it is the intent of this Plan to provide policy direction to assist decision-making for this eventuality to optimize their distribution and accessibility relative to users.

1.3.1 Should established LIBRARY facilities become functionally and locationally inadequate to serve area residents due to population growth and user demands, Council will encourage the Hamilton Public Library Board to provide alternative or additional branch Libraries. To ensure the provision of suitable LIBRARY sites, Council will encourage the inclusion of the Library Board in the planning of civic developments. Libraries should be located in accordance with the following provisions:

- i) A location in a Multi-Centre of the area to be served and/or in conjunction with other Community Services and readily accessible by pedestrian and vehicular modes of transport will be preferred;
- ii) Where a Multi-Centre is to be developed in an older neighbourhood, or is to be improved by the addition of Community Services, the provision of LIBRARY facilities will be encouraged by the inclusion of the Library Board in planning discussions; and,
- iii) Where feasible and in co-operation with the appropriate School Board, the public use of existing Secondary Schools LIBRARY facilities after regular School hours will be encouraged, provided that the School serves as part of a Multi-Centre, and that the location meets the requirements of 1.3.1 (i) above.

1.3.2 The Hamilton Public Library Board will be encouraged to continue to co-operate with the South Central Regional Library System in order to maximize and enhance the level of service to City residents.

SUBSECTION C.2

SAFETY AND CONVENIENCE

In achieving the Land Use and Management Strategy set out in this Plan, Council recognizes the necessity of achieving SAFETY AND CONVENIENCE for all residents of the City. Accordingly, policies are provided which may directly benefit the community, and which are intended to complement the normal functions of local protective service agencies.

- 2.1 Council will encourage co-operation amongst public agencies, private landowners and municipal protective services to ensure the provision and maintenance of adequate access to all properties to facilitate effective emergency service.
- 2.2 Council will consider appropriate by-laws, encouragement or other actions which may be deemed to have potential in maintaining security to persons or property. In this regard, consideration may be given to matters such as, but not limited to, the following:
 - i) Review and/or establishment of adequate illumination standards in parking garages, alleyways or other high-risk areas;
 - ii) The use of light-coloured building materials and finishes along alleyways to facilitate nighttime surveillance;
 - iii) The use of glass doors in such low-visibility areas as stairways, parking garages, elevator foyers, etc.;
 - iv) The location of cashier counters and limitations on the obscuring of windows by promotional material in stores licensed for late operation; and,
 - v) Ensuring that low-traffic areas in Shopping Centres such as washrooms, stairwells, elevators, telephone locations and hallways are designed to be in close proximity to the general activity areas of the development.

- 2.3 Council will endeavour to foster personal mobility through measures such as, but not limited to:
- i) The ramping of sidewalks;
 - ii) The requirement of adequate access by ramps, elevators or other means to all publicly-accessible buildings;
 - iii) The reservation of conveniently-located parking spaces at civic buildings for use by the physically disabled, and encouragement for the provision of such parking at all other public and private buildings; and,
 - iv) Co-operation with the appropriate public agencies to investigate and implement appropriate public transportation opportunities for the physically disabled.

SUBSECTION C.3

TREE PLANTING AND LANDSCAPING

It is the intent of this Plan that the streetscape be enhanced by the retention of existing vegetation, the promotion of the widespread growth of TREES and the provision of LANDSCAPING. In general, a program of planting, preservation and LANDSCAPING will be encouraged to enhance the amenity and appearance of the City.

- 3.1 In all public works, no TREES will be removed unnecessarily and TREES that must be removed for the purpose of public works installations will, where desirable and practicable, be replaced as soon as possible to enhance the final appearance of these installations.
- 3.2 When considering a plan of subdivision or any other development proposal, Council may require that the owner enter into an agreement whereby:
 - i) Only such TREES that would directly impede the construction of buildings and services may be removed, and if so, the developer will replace them in reasonable time by TREES of similar species and of sufficient maturity to enhance the appearance of the subdivision when completed;
 - ii) A reasonable minimum number of TREES and/or other suitable vegetation per lot may be required of the developer regardless of the state of the area prior to being subdivided or developed;
 - iii) Existing TREES which are not removed will be adequately protected during the construction process, and the roots protected to ensure continued growth; and,
 - iv) Where parking lots and other large open spaces are provided, and in open areas around Commercial, Major Institutional and other large buildings, Council will encourage, and may require as a condition of development or redevelopment, the provision of LANDSCAPING and TREE PLANTING sufficient to enhance the physical appearance of the site and surrounding lands.

SUBSECTION C.4

POLLUTION

It is the intent of Council that POLLUTION of the air, water and land in its many forms be prevented, mitigated or otherwise controlled.

- 4.1 Council will encourage appropriate Provincial and Federal agencies, including any International Joint Commission, to achieve a continuing reduction in levels of POLLUTION originating beyond the Region.
- 4.2 Council will control domestic, commercial, industrial and other sources of POLLUTION by appropriate by-laws or other means as may be provided for in Provincial Statutes.
- 4.3 No development will be permitted unless it is of a standard that will conform with the current policies of the Provincial Government regarding air, noise and water POLLUTION.
- 4.4 Council will encourage and co-operate with all relevant agencies to reduce levels of POLLUTION in Lake Ontario, Hamilton Harbour, Cootes Paradise and watercourses within the City. Further, Council will co-operate with the Region to ensure that all effluent discharged into these waters by industry, storm sewers, the municipal sewage treatment plant or from other municipal sources will be of sufficient quality to satisfy the minimum standards established by the Ministry of the Environment for recreational use of these waters.
- 4.5 Council will encourage the appropriate agencies to ensure that landfill sites which are exposed to the erosional forces of wind and/or wave action are adequately secured and landscaped to the satisfaction of the Ministry of the Environment.
- 4.6 Council will require, as a condition of development or redevelopment, measures to mitigate generation of POLLUTION, such as but not limited to:
 - i) Daily removal of tracked debris from roads serving a construction site;
 - ii) A reasonable guarantee for the completion of resodding, paving or other measures to stabilize exposed soils; and,

- iii) The expeditious removal of demolished buildings and structures.

4.7 To reduce levels and sources of wind-borne dust in the City, Council may require that all permanent Parking Areas be hard-surfaced with a suitable dust-free material. Council may alternatively permit temporary or other Parking Areas which are regularly treated with appropriate dust controlling agents, to be gravelled.

4.8 Council will minimize the re-entrainment of dust from municipal roads, and will encourage the Region to do the same for roads under its jurisdiction, by means such as, but not limited to:

- i) Regular and frequent cleaning of roads and sidewalks;
- ii) Minimize speed limits on unpaved roads; and,
- iii) Application of dust control agents on unpaved roads.

SUBSECTION C.5

PROPERTY MAINTENANCE AND MUNICIPAL HOUSEKEEPING

It is the intent of Council to encourage the development and maintenance of an efficient and pleasing environment for living, working and the pursuit of all other activities. In order to do so, this Plan attempts to maintain existing development in good repair, improve the quality of development that has deteriorated, replace development that has declined to the point where it cannot be satisfactorily and economically rehabilitated, and to control the quality of new development.

- 5.1 Council will endeavour to maintain and improve the condition of all properties through enforcement of Zoning, Building and Health By-laws.
- 5.2 Council will enforce by-laws pursuant to The Planning Act:
 - i) Setting forth Property Standards for the maintenance and occupancy of all property within the City;
 - ii) Prohibiting the use or occupancy of any property that does not conform to the standards;
 - iii) Requiring property to be repaired and maintained to comply with those standards; and,
 - iv) Requiring lands cleared of buildings or structures to be left in a graded and levelled condition and free of debris or refuse.
- 5.3 Council will endeavour to raise the standards of new development, both intrinsically and in relation to the immediate environment, through the strengthening and wider application of Development Control policies pursuant to The Planning Act.
- 5.4 On its own initiative and complementary to the enforcement of Property Standards on private properties, Council will undertake to keep in a fit and well-maintained condition all municipal properties and structures, and to provide or maintain in good repair such municipal services as roads, sidewalks, water and sewage facilities and other public works.

SUBSECTION C.6

HISTORIC AND ARCHITECTURAL RESOURCES

The intent of this Plan is to sensitively manage the wealth of local resources. It is intended that those resources of HISTORIC AND ARCHITECTURAL merit will be preserved, where feasible, and to enhance the character and heritage of Hamilton. However, preservation alone may clutter the City with functionally obsolete or static structures. Accordingly, it is further intended that appropriate measures be established to meld preservation with rehabilitation to ensure that these resources will be recycled for active use and be instrumental in setting the visual character of the City.

- 6.1 In accordance with the intent of the Regional Official Plan, Council will consult with the Local Architectural Conservation Advisory Committee to advise in matters relating to ARCHITECTURAL conservation. In particular, this Committee may be required to periodically identify and catalogue buildings of ARCHITECTURAL AND HISTORIC significance that are worthy of preservation through individual designation as Buildings of Historic or Architectural Value under the provisions of The Ontario Heritage Act.
- 6.2 In accordance with the intent of the Regional Official Plan, Council, in consultation with the Local Architectural Conservation Advisory Committee, may designate a Heritage Conservation District under the provisions of The Ontario Heritage Act where it has been determined that some or all of the following characteristics have been identified:
 - i) The majority of the buildings reflect an aspect of local history by nature and historical significance of setting;
 - ii) The majority of the buildings are of a style of architecture or method of construction significant historically or architecturally to the City, Region or Province;
 - iii) The District contains other important physical, environmental or aesthetic characteristics that in themselves, are not sufficient for designation, but which lend support in evaluating the criteria for designation; and,

- iv) The District is in an area of special association that is distinctive within the City and as a result, contributes to the character of the entire community.

6.3 Prior to the designation of a Heritage Conservation District, Council will meet the following provisions:

- i) Pass a by-law of intent to define and investigate an area;
- ii) Prepare and adopt a Heritage Conservation District Plan which will encourage conservation through controls and incentives, and establish criteria for controlling demolition and regulating design; and require the endorsement of the Ministry of Culture and Recreation; and,
- iii) Pass a by-law designating the area as a Heritage Conservation District, subject to Ontario Municipal Board approval which will permit the City to regulate architectural design within the District.

6.4 In accordance with the intent of the Regional Official Plan, Council will fully co-operate with the Region and/or any Regional Heritage Foundation that may be established in the management of regional HISTORICAL resources.

6.5 Major development or redevelopment will not take place within or in close proximity to Residential areas having HISTORICAL or ARCHITECTURAL merit, where Council determines that such development or redevelopment will detract from or indirectly impair the character, quality, amenities or stability of the Residential areas.

6.6 Encouragement may be given to Commercial development schemes in appropriate locations proposed to incorporate a building or group of buildings with HISTORIC character or ARCHITECTURAL value, and to proposals which utilize buildings or lands serving obsolete functions and are, therefore, underutilized or vacant.

SUBSECTION C.7

RESIDENTIAL ENVIRONMENT AND HOUSING POLICY

It is the general intent of this Plan to promote a high standard of RESIDENTIAL and urban amenity and the provision of an ample and varied supply of dwelling types to cater to the needs of all income groups. While it is expected that single-family housing will continue to be the dominant housing requirement, a latent demand for multiple-family housing is recognized. In providing for these demands, an amenable mixture of densities and an arrangement that will minimize conflicts between different forms of housing is desired.

- 7.1 In the development of new RESIDENTIAL areas and as far as practicable in the infilling or redevelopment of established areas, Council may undertake or require the following in order to achieve high standards of RESIDENTIAL amenity:
- i) Provision and maintenance of adequate off-street parking;
 - ii) Alteration of traffic flows:
 - iii) Improvement and maintenance of street landscaping;
 - iv) Acquisition, removal or improvement of buildings or uses incompatible with a zoning district;
 - v) Provision of advice and assistance in the improvement and maintenance of private dwellings;
 - vi) Investigation into and application of other methods of encouraging the maintenance and improvement of buildings in RESIDENTIAL areas;
 - vii) The maintenance of adequate separation distances and the placement of buffering features between RESIDENTIAL and Industrial uses; and,
 - viii) Other similar actions or matters as Council may deem appropriate.

- 7.2 Varieties of RESIDENTIAL types will not be mixed indiscriminately, but will be arranged in a gradation so that higher-density developments will complement those of a lower density, with sufficient spacing to maintain privacy, amenity and value.
- 7.3 Council will ensure that the local RESIDENTIAL ENVIRONMENT is of a condition and variety satisfactory to meet the changing needs of area residents. Accordingly, Council will:
- i) Encourage the maintenance of RESIDENTIAL properties subject to the provisions of Subsection C.5;
 - ii) Promote the restoration and/or rehabilitation of housing structures exhibiting Architectural or Historical merit, subject to the provisions of Subsection C.6;
 - iii) Encourage RESIDENTIAL development that provides a range of types and tenure to satisfy the needs of the residents at densities and scales compatible with the established development pattern;
 - iv) Encourage the responsible public agencies to provide low-cost and/or senior citizen housing at appropriate locations throughout the City;
 - v) Support the concept of an accessible RESIDENTIAL community throughout Hamilton and will encourage the development of a wide range of residential care and short-term care facilities through appropriate recognition in the Zoning By-law;
 - vi) Encourage the rehabilitation of dwellings as an alternative to demolition in appropriate locations and instances, having regard to the preservation and maintenance of the amenity of the Residential area; and,
 - vii) Encourage development at densities conducive to the operation of Public Transit and which utilizes designs or construction that are energy efficient.

7.4 When reviewing proposed plans of subdivision and Secondary Plans, Council will consider:

i) The existing supply of land designated for Residential use remaining undeveloped throughout the City in light of the Staging Policies of Subsection B.1; and,

ii) The housing targets established by Council.

7.5 Council will annually monitor the supply and production of new housing, update housing targets, revise priorities and/or identify POLICY changes in order to better achieve the housing targets.

7.6 To accommodate changing housing market demands, Council, when considering the changes described in Policy 7.5 above, may also:

i) Revise current or prescribe new practices and procedures for the detailed pre-design of Planning Units by Secondary Plans;

ii) Initiate amendments to the Zoning By-law; and,

iii) Establish as a density standard for the preparation of Secondary Plans "dwelling units per net Residential hectare".

7.7 For the purposes of making the changes in Policy 7.6, Council will include the following:

i) The extent to which overall higher densities of RESIDENTIAL dwellings has been achieved in developing Neighbourhoods;

ii) The trends in persons per unit based on the type of dwelling unit; and,

iii) The number of dwelling units required to accommodate up to ninety (90) persons per gross hectare of Residentially-designated land.

- 7.8 Council may require appropriate measures to moderate the effects of noise, visual intrusion or other undesirable impacts on new Residential developments adjacent to Arterials or Inter-Regional Highways and Railway lines.
- 7.9 Council will endeavour to minimize impacts on outdoor recreational space of new development from noise in excess of 55 decibels (dBA) generated by adjacent existing or proposed Arterials, Inter-Regional Highways or Railway lines.
- 7.10 Council will require the developer of proposed Residential development adjacent to the proposed East-West and North-South Transportation Facility to provide evidence that the noise levels in outdoor recreation space, after applying appropriate noise attenuation measures, is the lowest level practicable. Residential development will only be permitted where attenuated noise levels in outdoor recreational space do not exceed 70 dBA. Council will not seek attenuation requirements where noise levels are, or are expected to be, at or below 55 dBA.
- 7.11 Council will, in co-operation with the appropriate Authorities, undertake to identify those existing or proposed Arterials, Inter-Regional Highways or Railway lines where forecast noise levels will, subject to the policies herein, require the provision of noise attenuation measures. For the purposes of the above, "noise levels" will be the A-weighted 24-hour equivalent (L_{eq}) sound level based on either the Average Annual Daily Traffic (AADT) data, or where available, the Summer Average Daily Traffic (SADT) data, whichever is the higher.
- 7.12 Prior to the application to new development of noise attenuation policies herein, Council will establish as policy, those Arterials, Inter-Regional Highways or Railway lines identified pursuant to Policy 7.11 above as requiring noise attenuation measures.
- 7.13 Noise attenuation measures will include, but not be limited to, the following:
- i) Sound-proofing measures and construction techniques, general layout and design of the structure or outdoor recreational space with respect to noise sources;

- ii) Spatial separation from the source, including the insertion of permitted sound-insensitive uses between source and receivers;
- iii) Building setbacks;
- iv) Acoustical barriers such as berms, walls, favourable topographic features or other intervening structures; and,
- v) The use of suitably-designed higher-density Residential structures.

- 7.14 Council will co-operate with and encourage the Ministry of Transportation and Communications to achieve an attenuated sound level as low as practicable below 70 dBA where a major road is proposed to be built or expanded through or adjacent to a designated RESIDENTIAL area.
- 7.15 Council will encourage the Province to investigate and establish appropriate guidelines to attenuate the transmission of noise and vibration from Arterials, Inter-Regional Highways and Railway lines into the interior spaces of Residential dwellings. Additional policies in this regard will be incorporated through amendments to this Plan.
- 7.16 Where noise levels are expected to exceed 55 dBA in outdoor recreational spaces after the implementation of sound attenuation measures, Council will require, as a condition of approval of proposed RESIDENTIAL development, that future tenants or purchasers are advised that despite the inclusion of noise control measures, noise levels may become of concern, occasionally interfering with some activities of the occupants. Such a warning provision will be registered on title or included as a clause in any Lease or Rental Agreement.
- 7.17 Where new RESIDENTIAL development for which noise control measures will be required precedes the construction of an Arterial, Inter-Regional Highway or Railway line, Council may require, as a condition of approval, that:
- i) Sufficient lands be conveyed at no cost for the erection of a noise barrier; and,
 - ii) A pro-rated cost contribution be made by the proponent prior to final approval for construction of a noise barrier, where deemed appropriate by Council.

- 7.18 On receiving an application for proposed RESIDENTIAL development within one (1) kilometre from the edge of an existing or proposed Arterial, Inter-Regional Highway or Railway rights-of-way, Council will:
- i) Encourage the proponent to contact the Ministry of the Environment for guidance in the attenuation of noise impacts on outdoor recreational space; and,
 - ii) Require the proponent to comply to any regulation or measure as may be prescribed by the Ministry.
- 7.19 In any evaluation of noise levels for the purposes of the provisions of this Subsection, due consideration will be given to forecast increases in noise levels for at least ten (10) years.

SUBSECTION C.8

ENERGY

It is the intent of this Plan to promote ENERGY conservation in all areas of the City. Accordingly, development will be encouraged which minimizes ENERGY consumption and emphasizes the use of renewable ENERGY sources.

8.1 To promote ENERGY efficiency in the growth and management of the City, Council will endeavour to achieve the following:

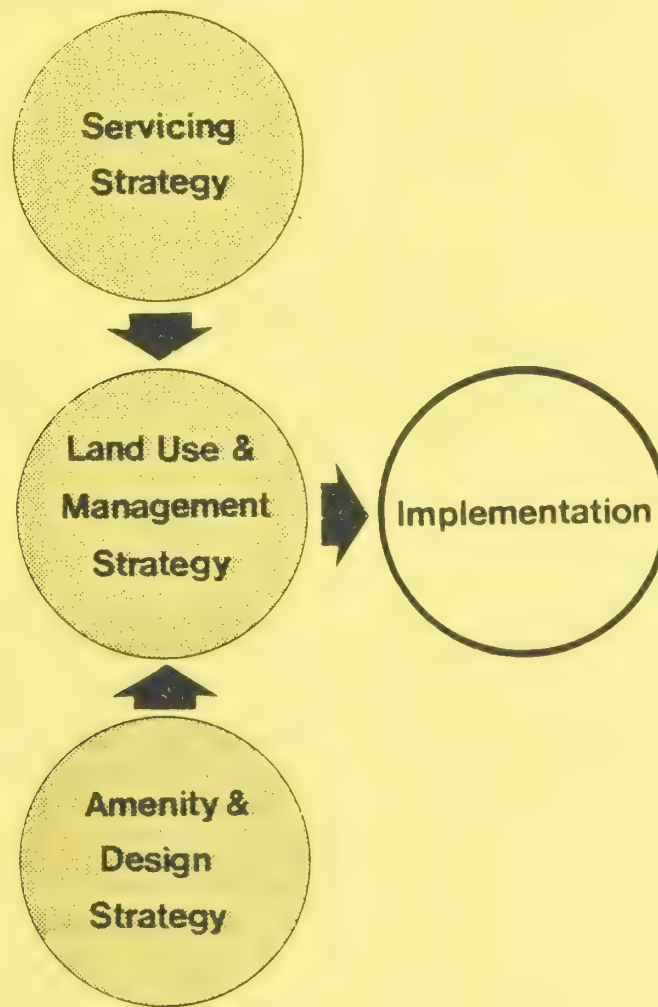
- i) Investigate and evaluate existing development practices and identify where new and innovative ENERGY efficiency measures, such as the use of the sun as an ENERGY source, can be introduced by the development industry;
- ii) Encourage proponents of future development and/or redevelopment to adopt and incorporate in their proposals ENERGY saving measures to optimize the use of ENERGY sources;
- iii) Seek legislative powers to require design criteria in development and redevelopments that ensure ENERGY conservation;
- iv) Formulate ENERGY-oriented planning policies, with particular emphasis on mixed use, compact and higher-density development and any other ENERGY-efficient development forms;
- v) Co-operate with the appropriate public and private agencies to inform the public of ENERGY concerns and promote ENERGY conservation;
- vi) Co-operate with other levels of government and private industry to assess the merit of new and innovative ENERGY conserving measures applicable to the City;
- vii) Promote the reduction of ENERGY consumption and dependency on non-renewable ENERGY sources, particularly in all City-owned, maintained and/or operated facilities;

- viii) Encourage greater use of Public Transit facilities as a means of conserving ENERGY; and,
- ix) Co-operate with the Region to develop an efficient waste recycling program to protect and conserve the supply of natural resources and ENERGY.

Section D: Implementation

The procedure for the IMPLEMENTATION of the policies set out in this Plan will generally be through successively more detailed steps in the planning process, particularly Secondary Plans and Zoning By-laws. Secondary Plans may be undertaken, following adoption of this Official Plan in which the general policies set out here are refined and amplified. More specific procedures will be followed through powers given to the City through The Planning Act, The Municipal Act and other applicable statutes.

The prime effect of this Plan will be on public works, whose conformance with it is mandatory, and on land use and development which will be regulated through a Zoning By-law. To be fully and properly effective, the policies will require the full co-operation of the Municipal, Regional and Provincial governments. The policies have been predicated on this assumption and the formal process of adoption by Council and approval by the Region and the Minister of Housing will be taken as evidence of commitment to the objectives and policies herein. In order that it may be kept up to date and the need for additional studies determined, the Plan will be subject to a comprehensive review at not longer than five-year intervals.



SUBSECTION D.1

REGIONAL OFFICIAL PLAN

In keeping with the requirements of Bill 155, An Act to Establish the Regional Municipality of Hamilton-Wentworth, it is intended that this Plan and subsequent implementing procedures conform with the REGIONAL OFFICIAL PLAN.

- 1.1 It is the objective of Council that this Plan, subsequent amendments, Secondary Plans and by-laws conform with the REGIONAL OFFICIAL PLAN.
- 1.2 Council will not approve amendments to this Plan, Secondary Plans or by-laws which do not conform with the REGIONAL OFFICIAL PLAN, and may request initiation of amendments to the Regional Official Plan when warranted.
- 1.3 Proposed amendments to this Plan and implementing Secondary Plans and by-laws will be circulated to the Region of Hamilton-Wentworth for its consideration and for certification of conformity to Regional policy.

SUBSECTION D.2

PLANNING UNITS AND SECONDARY PLANS

To provide a geographical basis for the more detailed planning of Hamilton, the City is divided into a system of PLANNING UNITS. This system is designed to provide a framework for the administration of this Official Plan and for the successive stages in its Implementation. It also forms a basis for the maintenance of statistical and other support data, and for co-ordinating the provision of services and community facilities with anticipated population growth.

The make-up of the PLANNING UNITS is designed to reflect the existing development pattern, as well as major physical features and land use concentrations. It is the general intent of the Plan that the identity of the PLANNING UNITS will be enhanced and that all development will be planned in ways which will improve this identity.

PLANNING UNITS will contain a mixture of low, medium and in some areas, higher density dwelling types. The range of densities will be determined in accordance with the needs of the population identified from time to time, and at an overall density standard which takes into account the availability of existing or planned commercial and community facilities, capacity of schools, public services, and the adequacy of public open space to serve anticipated residents of the Neighbourhood.

- 2.1 It is intended that the detailed implementation of the land use policies of this Plan will be carried out through a system of PLANNING UNITS, or Neighbourhoods, as identified on Schedule "G". These PLANNING UNITS average 80 hectares in size and are generally defined by the grid-iron pattern of major roads, by natural features and/or by the Municipal boundary.
- 2.2 Developing or undeveloped PLANNING UNITS will be grouped to form "Communities", consisting of up to four (4) predominantly Residential Neighbourhoods and a "Multi-Centre", as indicated on Schedule "G". It is intended that the Multi-Centres will contain a variety of land uses, combining to create a vibrant and functional focus for community life. In this regard, within the Multi-Centre, Council will:

- i) Provide for sufficient Shopping Centre Commercial development to serve the community, subject to the policies set out in Subsection A.2.2;
- ii) Ensure the integration of related community facilities, such as libraries, secondary schools, parks, churches or community centres, as well as multi-family residential development;
- iii) Encourage the development of land uses providing employment opportunities for residents of the community;
- iv) Promote designs which are oriented to the pedestrian, and to increased energy efficiency; and,
- v) Detail the distribution of land uses through Secondary Plans, subject to necessary amendments to this Plan.

- 2.3 It is intended that each PLANNING UNIT which is substantially designated for Residential purposes on Schedule "A" will be developed with a focus which may consist primarily of a School and/or Park in the interior of the Neighbourhood, as well as an adequate complement of appropriate Institutional and Commercial facilities, and a variety of dwelling types.
- 2.4 The detailed planning for the distribution and location of various land uses in each PLANNING UNIT will be determined or reviewed through the preparation of SECONDARY PLANS. Council will, when preparing SECONDARY PLANS, ensure that all new development or redevelopment complies with the provisions of this Plan.
- 2.5 SECONDARY PLANS for the PLANNING UNITS will indicate the location of proposed Arterial, Collector and Local roads; the location of community facilities such as park areas, open spaces and school sites; the location and extent of lands set aside for Commercial or Institutional purposes; the distribution and mix of housing of varying densities; and the location and basic design of major engineering services and public utilities. When preparing SECONDARY PLANS, Council will consider the following:

- i) The preferred location for new Residential development or redevelopment will be:
 - a) for multiple dwellings and high traffic generating uses beyond the Central Policy Area, at nodes created by the intersection of Arterial and Collector roads, with preference given to access by these roads; and,
 - b) for low-density uses on Local and Collector roads, with preference given to access by these roads only;
- ii) That Residential development or redevelopment will be properly protected from conditions which Council determines may directly or indirectly have a noxious or otherwise detrimental effect on the health, safety or welfare of the residents;
- iii) That all buildings, structures, facilities, services and any thing or matter that may cause the conditions referred to in Policy 2.5 (ii) above will be designed in such a manner as to be in keeping with the character of the Residential development or redevelopment;
- iv) Encouragement for the provision and maintenance of multi-level parking facilities, preferably underground, for high-density Residential development which may serve to provide increased on-site open space and buffering for adjacent uses. Such facilities will be designed in a manner satisfactory to Council that provides adequate precautions for the safety of users;
- v) In the design of developing Residential Neighbourhoods, the street pattern and subdivision layout will be to the satisfaction of Council, energy efficient, provide access to all areas, and will:
 - a) discourage through-traffic internally;
 - b) discourage direct access off major roads to Neighbourhood Parks and Schools;

- c) where appropriate, identify measures to mitigate the impact of rail and vehicular noise on existing and proposed Residential development; and,
 - d) be sensitive to the protection and utilization of natural or man-made features having cultural, aesthetic or other value;
- vi) The establishment of pedestrian access from Residential development to:
 - a) Neighbourhood Parks and Schools internally within the Neighbourhood; and,
 - b) Public Transit routes, commercial nodes, churches or similar land uses;
- vii) No new Residential development or redevelopment will be located so as to be subjected to the impacts of through-industrial traffic or any other heavy traffic flows unless it is suitably protected by buffers, setbacks or other such measures to the satisfaction of Council;
- viii) The preferred location and development of Residential dwellings will be in proximity to, or will be coincidental with the planning for the provision of the following to accommodate the probable requirements of prospective residents:
 - a) Public Open Space;
 - b) Recreation and Community facilities;
 - c) Educational facilities;
 - d) Commercial services;
 - e) Engineering Services; and,
 - f) Other like facilities for which Council is responsible, which are required to be provided or contributed to by a development or redevelopment, or which Council otherwise deems to be necessary; and,

- ix) The preferred location for Residential redevelopment within developed Residential Neighbourhoods will be where the redevelopment does not, in the opinion of Council, impose an undue load to such existing or planned facilities mentioned above.
- 2.6 A SECONDARY PLAN will be required to be prepared prior to the development of undeveloped Neighbourhoods, the undertaking of any major redevelopment, or where any major proposal will have the potential effect of substantially altering the pattern of land use in the PLANNING UNIT affected, subject to the policies herein. However, such a Plan will not be required in an undeveloped Neighbourhood where development would be in the form of infill.
 - 2.7 During the preparation of a SECONDARY PLAN, Council will, in accordance with its established practice, solicit the participation of Neighbourhood residents, property owners and other interested groups in order to obtain their views on the development and/or redevelopment of the PLANNING UNIT under consideration.
 - 2.8 SECONDARY PLANS will be adopted by resolution of Council, and may be revised from time to time. Accordingly, no formal amendment will be required to this Plan unless the SECONDARY PLAN does not conform to the general intent of the Official Plan.
 - 2.9 When considering development proposals, subdivisions, street works, other public works and any other municipal actions or approvals, Council will refer to and be guided by adopted SECONDARY PLANS.
 - 2.10 In the formulation of SECONDARY PLANS, the Region, all affected local boards, authorities or other bodies having an interest in the PLANNING UNIT through their mandate will be invited to make known their requirements to Council for any PLANNING UNIT in which they expect to be engaged in public works. In addition:
 - i) When these requirements have been established as far as possible, every effort will be made to co-ordinate those works that may form a focus or centre for the respective PLANNING UNIT; and,

- ii) The requirements of the authorities involved will be co-ordinated so that a high standard of civic design may be achieved through appropriate landscaping between any conflicting functions and, economies of the use of land, parking and facilities.

SUBSECTION D.3

ZONING BY-LAW

When this Plan has been adopted, amendments to the ZONING BY-LAW will be introduced for the purposes of conformity. It is intended that land not be pre-zoned in order that site plans and other details will be previewed prior to development going ahead so that amenity and design, population density, public works requirements, environmental concerns and all other related policies of this Plan or any Secondary Plan in effect may be reviewed and appropriate zoning regulations applied.

- 3.1 In general, it is intended that this Plan will be implemented by the ZONING BY-LAW. Accordingly, development proposals will be required to comply with this Plan or any affected Secondary Plan; and where necessary, will require an amendment to the ZONING BY-LAW to ensure conformity. However, where appropriate, Council will utilize its powers of Development Control through Site Plan approval and design guidelines pursuant to The Planning Act for the purposes of implementing certain aspects of this Plan.
- 3.2 Special zoning provisions may be established where road widening, access, parking, amenity provisions, design characteristics, public works and other related matters are required or need to be maintained. Further:
 - i) Agreements will be entered into between the City and the developer, and enforced to ensure that the policies applicable to these matters in this Plan are implemented; and,
 - ii) The issuance of building permits may be prohibited until the above agreements have been entered into and it is established that the policies in this Plan have been complied with.
- 3.3 Council will enact ZONING BY-LAW to control the use of land within and abutting Environmentally Sensitive Areas as shown on Schedule "D" to the existing use. Further:
 - i) Prior to a change in the ZONING BY-LAW, Council will be satisfied that the proposed change is compatible with the preservation of the

Environmentally Sensitive Area. For this purpose, Council may further require a Feasibility Study and Impact Analysis in keeping with the special provisions for Environmentally Sensitive Areas detailed in Subsection A.3.2 of this Plan; and,

- ii) Prior to granting any change, Council may consider entering into agreement with the owner to preserve all or part of the Environmentally Sensitive Area in a natural or undisturbed state.

SUBSECTION D.4

FINANCIAL STABILITY

In implementing this Plan, it is essential that the municipal tax base be protected and that sufficient funds are generated to maintain and improve the levels of public works. Accordingly, further developments may be scrutinized for their financial impact. Developments that are shown to have adverse implications for the financial health of the City will be considered contrary to the intent of this Plan.

4.1 If residential developments or redevelopments are proposed in areas where Secondary Plans do not exist, Council, as a pre-condition for development approval and amendment to this Plan, may require a financial impact statement that will show the effects on:

- i) The net long-term debt liabilities and the annual charges for these;
- ii) The assessment ratio and per capita assessment;
- iii) The costs for social services; and,
- iv) The existing mill rates and taxation levels.

4.2 Where a major development proposal is made in an area where a Secondary Plan does not exist, and which is considered to have a potential adverse effect on the costs of the provision of municipal services, Council may require the developer to:

- i) Secure appropriate non-residential developments that will offset the adverse effects; or,
- ii) Agree, by way of a subdivision agreement, to the payment of a levy which, in the opinion of the City, will offset the adverse effects.

4.3 If an agreement with the developer cannot be reached in accordance with the previous paragraph, the developer will be required to:

- i) Modify the proposal so as to mitigate or eliminate the adverse effects; or,
- ii) Defer implementation of the proposal until the financial circumstances of the City improve to the extent that the proposed development will not adversely affect the City in respect of the matters set out in this Subsection.

SUBSECTION D.5

MUNICIPAL LAND ACQUISITION

In certain circumstances, it may be expedient for Council to acquire land and subsequently, to hold, sell or lease the land for the purpose of developing particular features or implementing particular policies of this Plan.

5.1 Council may acquire land from time to time in order to implement appropriate features of this Plan. In general, this will be done pursuant to the provisions of The Planning Act which permits acquisition of land for this purpose, except where more specific legislation may also serve; thus the City may ACQUIRE land pursuant to:

- i) The Housing Development Act to promote an orderly housing market and to facilitate housing projects and home ownership;
- ii) The Planning Act for redevelopment purposes which will include the relocation of Non-Conforming uses;
- iii) The Ontario Heritage Act for the preservation of Historically or Architecturally significant buildings;
- iv) The Municipal Act for the purpose of providing off-street automobile Parking lots and Highway land acquisition; and,
- v) The Planning Act for the purpose of providing Park space.

5.2 All lands dedicated under the 5% provision for Parks purposes as provided for in The Planning Act and any other dedication of land to the City will be adequately drained and transferred to the City in an acceptable condition. In this regard, existing vegetation will be in an undisturbed condition and the site will be free of debris with top soil intact. Further:

- i) No person will deposit, place or store upon these lands any stone, brick, sand, concrete, equipment, soil or other materials which may impede the free passage of water, air and nutrients to the roots

of any vegetation growing thereon without a written permit from the appropriate Municipal Department; and,

- ii) Lands acquired for Park purposes may retain their existing land use until Council is able to proceed with the comprehensive development of consolidated Park sites.

5.3 Priorities for Parkland acquisition will be based on:

- i) Existing and proposed population densities;
- ii) Existing facilities and their accessibility to the Neighbourhood residents;
- iii) The availability of funds for acquisition;
- iv) The availability of land on the open market; and,
- v) The necessity to expropriate based on time limitations to available acquisition funding.

5.4 Where lands are required to be dedicated for Parks purposes as permitted under The Planning Act, Council will give preference to the dedication of developable lands.

5.5 Where feasible and deemed appropriate, Council will acquire Parklands or established recreational rights-of-way along water courses.

5.6 Municipal Parks and passive Open Spaces will generally be acquired as far ahead of development as possible, provided that the design of the surrounding area ensures the integration of Park or Open Space with other Community Services associated with the Neighbourhood.

5.7 Where feasible, new Parkland will be acquired in concert with the acquisition programs of the School Boards so that a complementary integration of facilities may be attained.

5.8 The detailed design of Neighbourhood Parks will be prepared after the boundaries of the lands dedicated are known so that any landscaping and grade modifications may be co-ordinated to the advantage of both the City and the developer.

SUBSECTION D.6

OFFICIAL PLAN AMENDMENTS AND REVIEWS

While it is not the intent to amend this Plan frequently, it is recognized that some circumstances will require this and in any case, it must be REVIEWED on a regular and on-going basis. A major revision at five-year intervals will be carried out, supplemented by an annual update of information on certain elements of this Plan. As well, it is the intent of this Plan to ensure that those affected by any proposed amendments or changes to this Plan are made aware of the proposals and are provided with the opportunity to express their views.

6.1 This PLAN has been formulated so as to require REVIEW at regular intervals as follows:

- i) A major REVIEW will be carried out at five-year intervals;
- ii) An annual REVIEW will be made to incorporate new information as it becomes available and minor changes not requiring AMENDMENT or permitted through the Interpretation clause will be consolidated in the PLAN at that time;
- iii) AMENDMENTS will be required when a major change to a land-use designation or a major public work is proposed that does not conform to the policies herein or any other major change that is proposed to the policies of this PLAN; and,
- iv) For the purposes of maintaining conformity, AMENDMENTS will be required when major revisions are made to the Regional Official Plan which have a direct bearing on the planning of Hamilton.

6.2 Council will promote the active participation of the citizens of the City of Hamilton in the implementation of the policies of this Plan and any subsequent AMENDMENTS, and will provide opportunities for such participation.

SUBSECTION D.7

GOVERNMENTAL ASSISTANCE

Implementation of the general intent and objectives of this Plan will, in part, be dependent upon the availability and application by both public and private enterprise, of the various GOVERNMENTAL and funding opportunities available.

- 7.1 Council, in co-operation with local agencies, will investigate the availability of Provincial and Federal ASSISTANCE and funding programs which may, from time to time, be instituted which will assist in the realization on any aspect of this Plan. Where appropriate, Council may make, and/or will encourage private enterprise to make, application for relevant funding under such programs.
- 7.2 Where difficulty is experienced by a developer in assembling land for a development or redevelopment which is encouraged in, or would further the intent of, this Plan, Council may, if requested, offer its ASSISTANCE and:
 - i) May act as an intermediary through the use of its good offices to secure the voluntary co-operation of all parties necessary to bring the proposed development or redevelopment to fruition;
 - ii) Where redevelopment is clearly in the best interests of the citizens of Hamilton, but would otherwise fail to materialize, Council may designate the area as a redevelopment area as provided by The Planning Act and may assemble the necessary land or carry out such other action as may be necessary to bring the proposed development to fruition; and,
 - iii) Where such a development is clearly in the interest of all citizens of the Region but which would otherwise fail to materialize, Council may request the ASSISTANCE and co-operation of other levels of GOVERNMENT in any action as may be necessary to bring the proposed development to fruition.

SUBSECTION D.8

INTERPRETATION

For the administration and Implementation of this Plan, the activities of the City, the Region and the Province of Ontario and all other affected public agencies should be co-ordinated and unless special circumstances prevail which would make alternative arrangements expedient, the Planning and Development Committee and Council will be the co-ordinating agency.

8.1 Adoption of this Plan will be evidence that Council has undertaken to abide by the Plan and implement its provisions. More particularly:

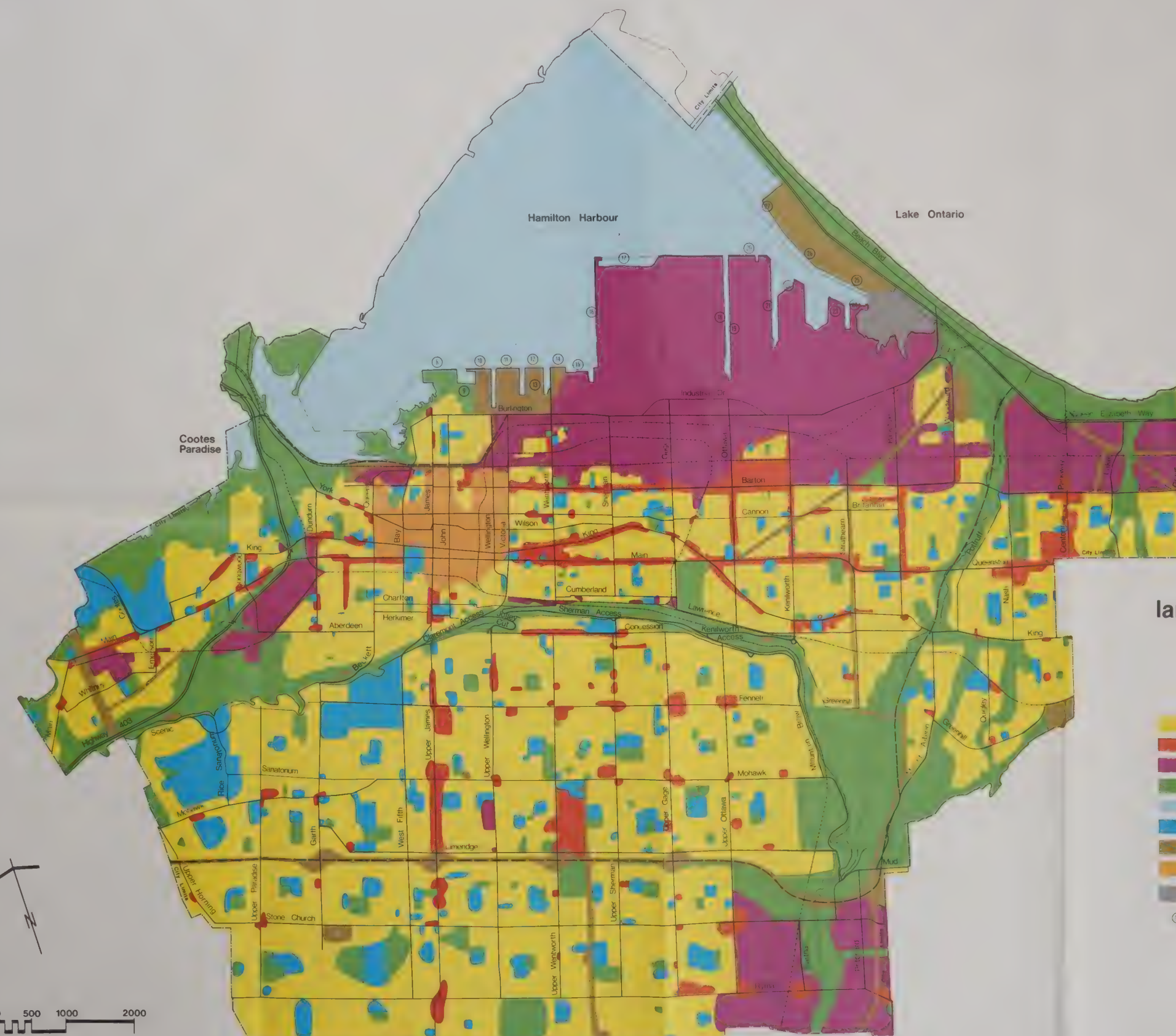
- i) No public works will be undertaken that do not conform with the intent of this Plan;
- ii) No by-laws or other regulations will be adopted or imposed that are contrary to the intent of this Plan; and,
- iii) The Municipal Budget and Five-Year Capital Budget forecast will be drawn up to recognize the provisions of this Plan.

8.2 The boundaries between the classes of land use designated on Schedule "A" by patterned areas, as well as any other boundaries indicated on Schedules "B", "C", "D" and "E" are only intended to be general and not to define the exact limits of any land use or policy. It is intended, therefore, that minor adjustments may be made in respect of these boundaries in the Zoning By-law without the necessity of further amending this Official Plan, so long as such By-laws conform to the general intent and purpose of this Plan.

8.3 Council will give very careful attention to proposed developments in adjacent Municipalities and will object to any that would appear to prejudice the sound planning of the City as set out in this Plan.

8.4 This Plan does not prohibit or otherwise attempt to regulate the use of land by the Hamilton Harbour Commissioners for bona fide shipping and navigation purposes.

- 8.5 Any Zoning By-laws implementing this Plan will contain a provision that exempts the development of land for bona fide shipping and navigation purposes by the Hamilton Harbour Commissioners.



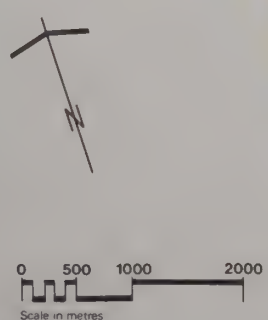
land use concept

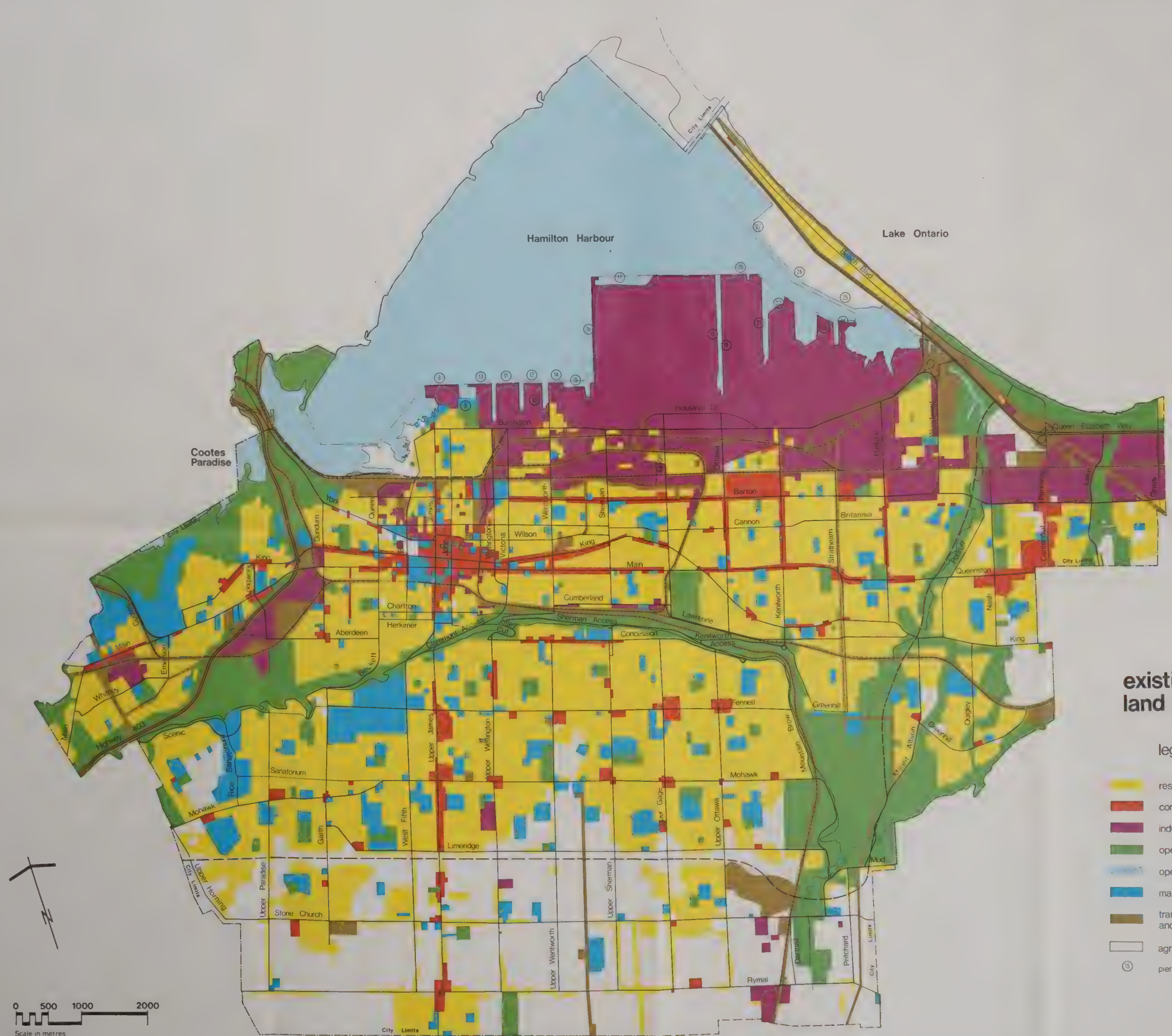
legend

- residential
- commercial
- industrial
- open space
- open water
- major institutional
- utilities
- central policy area
- special policy area: windermere basin
- pier numbers

schedule A

to the official plan
for
the city of hamilton
June 1980





existing generalized land use

legend

- residential
- commercial
- industrial
- open space
- open water
- major institutional
- transportation, communication and utilities
- agricultural and vacant
- pier numbers

special policy areas

legend



schedule B

to the official plan
for
the city of hamilton

August 1980

hazard lands

legend



hazard lands

(for more precise delineation of hazard lands, refer to the flood and fill line mapping approved by the appropriate conservation authority)



schedule C

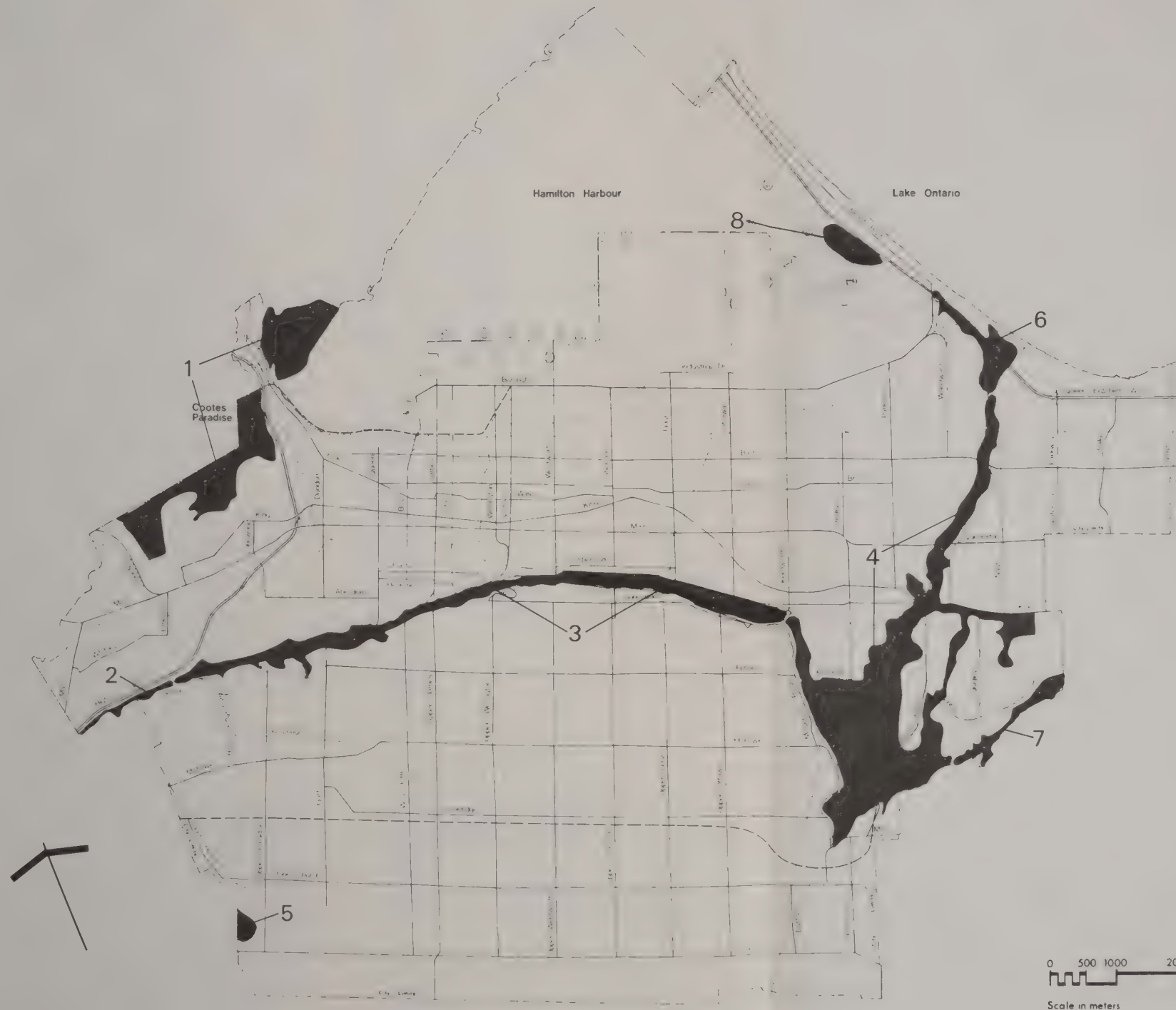
to the official plan
for
the city of hamilton

August 1980

environmentally sensitive areas

legend

- 1 royal botanical gardens,
cootes paradise
- 2 hamilton mountain
(radial line)
- 3 hamilton niagara
escarpment
- 4 red hill creek,
kings forest
- 5 ancaster creek
headwater
- 6 red hill creek marsh
van wagners marsh
- 7 felkers falls &
niagara escarpment
- 8 toll gate ponds



schedule D

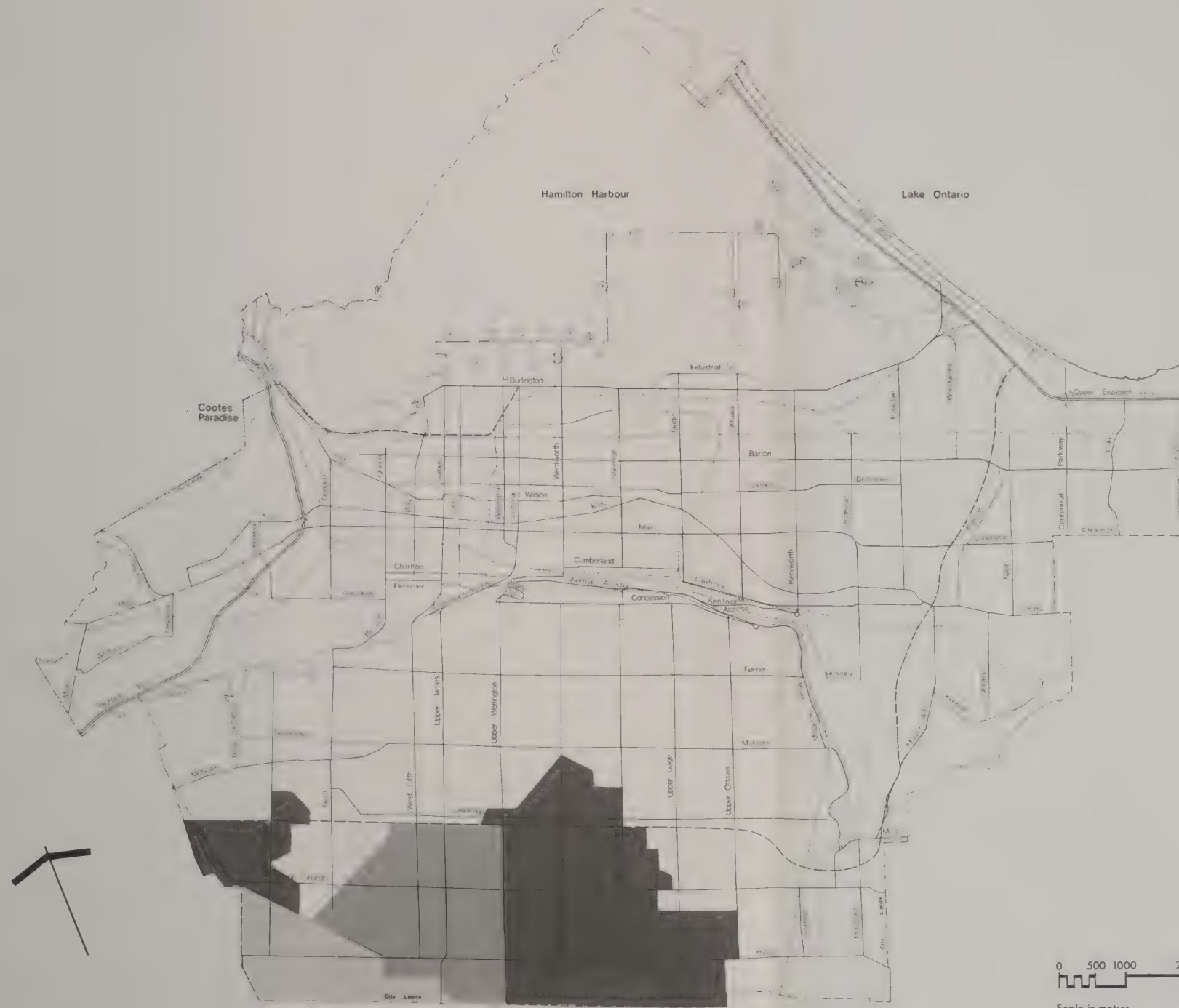
to the official plan
for
the city of hamilton

August 1980

staging of development

legend

-  stage 1
-  stage 2
-  stage 3



schedule E

to the official plan
for
the city of hamilton

August 1980

major roads

legend

- inter-regional highway
- arterial roads (regional)
- proposed arterial roads (regional)
- other roads
- 36m designated rights-of-way width

schedule F

to the official plan
for
the city of hamilton

june 1980



planning units

- neighbourhood name & boundary
- - - community boundary
- ◆ multi-centre

schedule G

to the official plan
for
the city of hamilton

August 1980



CITY OF HAMILTON OFFICIAL PLAN **Appendices**

Prepared by:
PLANNING AND DEVELOPMENT DEPARTMENT
of the Regional Municipality of Hamilton-Wentworth

MAY 1980

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Section A: Introduction

The various appendices contain the data assembled to form the basis for the new Official Plan for the City of Hamilton.

PURPOSE The appendices:

- Define various terminology used throughout the plan;
- Summarize the factual basis of policy formation for the new Official Plan;
- Summarize key studies, initiated as a background to plan formulation, and,
- Serve as a continuing source of planning data, which may be updated as required.

FORMAT The appendices are divided into three basic sections:

- i) DEFINITION OF OFFICIAL PLAN TERMS;
- ii) TECHNICAL DATA

This includes the physical setting and historical development of Hamilton; population trends and projections; land use; plans and policies of supra-regional agencies; municipal services; transportation; social/protective/community services; and other planning elements; and,

- iii) SELECTED BACKGROUND STUDIES:

In 1974, a planning program was initiated to prepare a new Official Plan for the City of Hamilton. This program began by detailed analyses of various land uses and the formulation of appropriate policies consisting of:

- the Open Space Plan (1977);
- the Industrial Plan (1977);
- the Residential Plan (1978);
- the Harbour Plan (1979);
- the Commercial Study (1979); and
- the Transportation Study (1979).

SOURCE

The data and general information in this document are from various sources, including:

- The Regional Official Plan and related Background Studies;
- Regional Assessment information and Federal and Provincial Studies;
- City and Regional Departments;
- Special Agencies, including the Conservation Authority, Niagara Escarpment Commission, and others;
- Background Studies and Official Plan Amendments;
- Special Consultant Studies (Barnard, Ecogistics, etc.);
- Hamilton Board of Education, and the Separate School Board;
- Hamilton Street Railway; and,
- CMHC.

Section B: Definition of Official Plan Terms

<u>Accessory</u>	means normally and customarily subordinate and exclusively devoted to a principal use, building or structure on the same lot.
<u>Adequate</u>	means sufficient for the purposes named according to acceptable standards of health, safety, convenience, welfare and amenity, and according to all other standards and policies that are applicable under this Plan.
<u>Aesthetic</u>	means visual attractiveness, good taste and compatibility with surroundings (see Amenity).
<u>Amenity</u>	means pleasant, agreeable and appropriate with an absence of nuisances, and when applied specifically it means a pleasant, agreeable and appropriate environment for any particular activity.
<u>Amenity Space</u>	means indoor or outdoor areas for the use of residents in a "mixed-use" commercial/residential development and which are not available for general public use (such as laundry rooms, saunas, exercise rooms or storage lockers).
<u>Ancillary</u>	(same as Accessory).
<u>Appropriate</u>	means fitting, adequate and suitable for circumstances involved. The Council will be the arbiter of what is considered appropriate but it will have close regard for the intent and policies of the Official Plan.
<u>Compatible (use)</u>	means harmonious and capable of existing well together, and when applied to specific land use situations, it means one land use which can be mixed with another without interfering with one another's function or amenity.
<u>Complementary (use)</u>	means completing and mutually associated, and when applied to specific land use situations, it means both similar land uses, and one land use necessary for the full enjoyment and proper utilization of another land use.
<u>Compliance</u>	means the state of adequately meeting or satisfying the provisions of the Official Plan.
<u>Conformity</u>	means the state of adequately meeting or satisfying the provisions of the Restricted Area (Zoning) By-law.

<u>Conversion</u>	means the change of lands, buildings or structures from one use to another.
<u>Council</u>	means the Council of Corporation of the City of Hamilton.
<u>dB</u>	means the relative loudness of sound in decibels (dB) expressed on a weighted scale (A).
<u>Density</u>	means a quantity or number per unit of area, such as the number of houses or population per hectare.
<u>Developed</u>	means an area which for all intents and purposes is fully occupied by a wide range of urban land uses such as housing, industry, commercial uses, parks, schools and roads.
<u>Developer</u>	means any person(s), group, company or corporation proposing or engaged in development for which a building permit is required.
<u>Developing</u>	means an area which is only partially developed with intended land uses and which is, or will be, undergoing the provision of municipal services, roads and other urban conveniences.
<u>Development</u>	means the subdivision and severance of land, and the erection, construction, alteration or enlargement of one or more buildings or structures or group of buildings or structures.
<u>Dwelling</u>	means a place to live in, or residence, which may be contained in a variety of structure types.
<u>Engineering Services</u>	means those public works and services associated with the urban development of land, including those for water supply, other utilities, sewage disposal, storm drainage and roads.
<u>Enlargement</u>	means the expansion and increase in size of buildings or structures.
<u>Extension</u>	means the expansion of a land use beyond its existing physical boundary, and in the case of municipal services means the continuation of these services into previously unserved areas.

<u>Five Year Capital Budget</u>	means a forecast of municipal spending, estimates and priorities for public works over a five year period.
<u>Gross Floor Area</u>	means the total in square measure of the area of all storeys within a building or structure.
<u>Infilling</u>	means the development of vacant parcels of land within otherwise developed area, as well as the removal of incompatible uses and their replacement with uses more compatible with adjacent development.
<u>Intermediate Capacity Transit Line</u>	means a railed transit system having speeds and passenger capacities between those of streetcars and subways.
<u>Leachate</u>	means the often toxic substance contained in groundwater draining from refuse disposal (landfill) sites.
<u>Multiple Family</u>	means residences grouped into single structures containing generally four or more dwellings, and commonly referring to townhouses, maisonnettes and apartment buildings.
<u>Noise Attenuation</u>	means a lessening of the severity or the intensity of objectionable noise through the introduction of barriers, berms or other materials to reduce or block noise transmission.
<u>Noise Exposure Forecast Contour</u>	means a line defining areas subjected to high noise levels from aircraft taking off from, or approaching, an airport, and within which building limitations or other measures may be required.
<u>Nuisance</u>	means the state of causing annoyance, inconvenience, or the loss of enjoyment of property.
<u>Outdoor Recreational Space</u>	means the outdoor living area immediately adjacent to a residential dwelling intended for the private outdoor use of the occupants.
<u>Performance Standard</u>	means a criteria for allowing a land use based on the presence or absence of specified characteristics or impacts, notwithstanding the actual nature of the use.
<u>Proponent</u>	(see "Developer").
<u>Provision</u>	means a policy in this plan stipulating, requiring or encouraging some specific thing, action or condition.

- Public Work means any improvement of a structural nature or any other undertaking that is within the jurisdiction of the Council, of a local board, of the Province of Ontario, or of a public utility company, and without limiting the generality of the foregoing, includes all engineering and utility works, schools, parks, public transportation services, public buildings, services for the protection of life and property, and health and welfare services, that it is within the jurisdiction of the Province, the Council, a local board or a utility company to undertake.
- Redevelopment means both the public and private redesign, resubdivision, clearance, rebuilding and reconstruction of, or on, any land or area in the City that has been previously developed.
- Rehabilitation means the repair of buildings and structures and the general improvement of property in a way which will promote the amenity, and prevent the deterioration, of the area concerned.
- Residential Enclave means a pocket of residentially used land within or partially surrounded by established industrial development.
- Restricted Area By-law means a by-law of Council which prohibits certain uses of land, buildings and structures, and which regulates the height, bulk, location, spacing, character and use of buildings and structures within the City.
- Reverse Frontage Lot means a (through) lot situated between two generally parallel streets, one of which is an arterial road, and of which the rear lot line abutts the arterial road, and the front lot line for access purposes abutts the second road.
- Right-of-Way means a strip of land reserved for railway tracks, hydro transmission lines, rapid transit facilities or roads, for example, and when applied specifically to roads it includes the actual road way pavement, curbs, boulevards and a reserve of land for future road widening (also called road allowance).
- Scale means the proportion, perspective and relationship of size between one land use, building or structure and another.

- Setback means the distance of separation between the walls of a building or structure and the lot boundaries, but usually applied to the front wall and front lot line.
- Undeveloped means an area which is largely vacant, rural in nature, and only sparsely occupied by residential dwellings and related urban services.
- Waste Transfer Facility means an operation at which refuse is collected, processed and loaded onto special trucks in compacted form for haulage to disposal sites.
- Zero Run-Off means a state where, through the use of appropriate designs, landscaping, techniques and materials there is no net increase in the volume of surface water drainage subsequent to the development of an area.
- Zoning By-law (see Restricted Area By-law).
- Zoning District means those areas indicated on maps appended to the Zoning By-law for which the requirements for the use of land, and the use, height and spacing of buildings and structures are uniform.

Section C: Technical Data

C.1 PHYSICAL SETTING AND HISTORICAL DEVELOPMENT

C.1.1 LOCATION

Hamilton is located at the western extremity of Lake Ontario, and at the centre of the urbanized "Golden Horseshoe". The City is approximately forty miles west of Toronto.

The City's location on the south shore of a natural harbour has enabled industrial development and steady population growth to occur.



C.1.2 HISTORICAL DEVELOPMENT¹

After La Salle's visit in 1669, it was over 100 years before the first Europeans settled in what was to eventually become the City of Hamilton. By 1775 Robert Land and Richard Beasley had both built cabins, and by 1791 thirty-one families were established in the area. The war of 1812 provided the first real impetus to relatively rapid development of Hamilton due to its proximity to the battlegrounds, and by 1813, George Hamilton, after whom the City was named, had subdivided his farm and laid out the first streets of the Town of Barton, stretching from the Mountain to Burlington Bay and from Wellington to James Streets.

By an Act of Parliament establishing the District of the Gore in 1816 the town was renamed the Town of Hamilton, and provisions were made for the construction of a jail and court house.

Although the Desjardins Canal linking Burlington Bay and Dundas via Cootes Paradise was completed in 1826, it was not until 1832, when the Burlington Canal connecting the Bay to Lake Ontario was completed, that the full benefits for trade and development began to be realized.

The original boundaries of the Town were delineated by an Act of Parliament in 1833; these being Queen Street to the west, Aberdeen on the south, Wellington to the east and Burlington Bay on the north. By 1846 the village was incorporated as the City of Hamilton, the boundaries of which were extended to Wentworth Street on the east and the Mountain to the south, while a large area stretching westward to Chedoke Creek and northward to include the Burlington Heights In-shore Bar was also added to the City. Throughout this period the development of Hamilton was centred around its function as a port, with water transportation being the focus of the local economy.

About this time the City made its first attempts at providing various "social services", such as a police force and facilities for the poor and destitute. Roads were surveyed and laid out, including York and King Streets, although swampy lands north of Barton Street along the waterfront were largely ignored. Some port facilities were constructed north of the Town, however, while King and James Streets evolved as the commercial and residential core of the City. Hamilton's first park, the "Gore" of King Street (Gore Park) was established in 1852.

Hamilton benefited from the railway construction boom occurring in Canada during the 1850's, and by 1854 the Great Western Railway had reached the City. This gave Hamilton its first competitive edge over neighbouring Dundas and this new access to regional and national markets provided the City with a great impetus for development. However, Hamilton overextended its fiscal resources during this period

¹ Information from Residential Official Plan (OPA 339), Appendix 1, April 1978.

and a recession in 1859 forced many factories to close and other firms to move to Toronto. This setback hindered further growth of the City for at least two decades. In order to regain her position, the City attempted to attract industries not in direct competition with those in Toronto or Dundas and by 1873 various industries, including a number of iron foundaries had been established.

The City was extended as far east as Sherman Avenue in 1891, and a small area above the mountain was also incorporated. The creation of an "incline" railway ascending the escarpment from James Street was the first critical step in opening up the mountain area to development.

The years around the turn-of-the-century were busy ones for the City of Hamilton. 1895 saw the arrival of the new Toronto, Hamilton and Buffalo Railway and the first blast furnace in Ontario was brought into production the same year. In 1896 the first hydro-electric generating plant in eastern Canada was completed at Decew Falls, providing the City with the cheapest power then available in North America. Other industries, reliant on the steel industry, rail service and cheap power were drawn to the area, generally establishing in the industrial area evolving on the waterfront. This industrial development and the spur lines established to service it had tremendous impacts on the character of the City that remain in evidence even today.

The direction of urban growth stimulated by the rapid economic development of this period was restricted on the south by the Niagara Escarpment, which remained throughout this period as a relatively impregnable barrier to urban expansion, on the west by the Chedoke Valley, and on the north by industrial uses, rail lines and generally marshy lands suitable only for upgrading for industrial use. The alternative, of course, was eastward expansion along the relatively flat bed of ancient Lake Iroquois, resulting in the rather "off-centre" location of the downtown area with respect to the remainder of the City evident today.

Economic growth progressed steadily in the early 1900's with the City expanding accordingly. The barrier imposed by the Chedoke Valley was finally bridged in 1914 as development expanded into the area now known as Westdale.

The First World War stimulated the second major boom for Hamilton industry which was sustained during the post-war years by high Canadian consumption patterns and the establishment of new industries. However, the emphasis on industrial development without planned guidelines soon created many problems of a social nature. Working class neighbourhoods were blighted by their proximity to industries and rail lines, there were inadequacies in various recreation and community facilities, and housing began to deteriorate in certain areas.

In an effort to tackle these problems and the general need to guide future urban development, the City in 1917 hired a Consulting Engineer and Town Planner from Ottawa, Noulan Cauchon, to study the situation. In his Reconnaissance Report submitted to the Plan Commission, the consultant made various proposals of grand and monumental urban design and architecture for the City, but he also made many practical and valuable recommendations with respect to transportation, conservation and regional government. Some of these latter proposals have relevance even today, such as the creation of an escarpment trail, the preservation of the Chedoke Valley, and the Red Hill and Hendrie Ravines, the conservation of beach areas and the creation of a harbour driveway. Finally, he recommended with some foresight that all the Niagara Peninsula be brought together under a single administrative structure to deal more effectively with regional-scale problems. Later reports in which he was involved also examined the problems created by rail lines within the City, and the need for mountain access routes.

Given the political and economic conditions of the 1920's, few recommendations of the above reports were ever implemented. Two notable exceptions however, were the St. Joseph's Drive - Sherman Cut mountain access and the James Street North C.N.R. station.

Growth of the City continued throughout this decade. Better harbour facilities, the construction of a new Welland Canal and various federal government trade policies improved Hamilton's international competitive position and helped stimulate further economic growth. Hamilton expanded as far east as Parkdale Avenue and more land on the Mountain was annexed into the City as indicated on Map #2.

World War II provided the necessary stimulus for economic recovery in conjunction with new desires for expanded government involvement and control to prevent other similar recessions from recurring. In recognizing its responsibilities the Provincial Government in 1944 passed the Department of Planning and Development Act and in 1946 the Planning Act, to deal with planning problems. Municipalities were now authorized to prepare Official Plans and Zoning By-laws, and in 1944 a consultant, E. G. Faludi, was retained to prepare the first comprehensive plan for the City of Hamilton. The document was presented to Council in 1947.

Faludi's report was a timely and insightful document which made many proposals that were eventually implemented or which are still of interest even today. Among his recommendations were a new civic centre at Main and John Streets, a new Cultural Centre at Main and James, and a Central Area Commercial Improvement and Redevelopment program north of King and west of James Streets. He identified and examined four potential

historical development of the city of hamilton (annexations)

legend

area within city limits

- 1833 Police Village
- 1834 - 91
- 1892 - 1914
- 1915 - 1950
- 1951 - 59
- 1960

map 2
to the appendix
of the official plan
for
the city of hamilton



redevelopment areas, including the York Street area and the North End Residential Enclaves, recommended changes to the transportation and transit systems, proposed a "green belt" system of parks and an improved distribution of parkland, and identified two alternative regional planning areas.

While never officially sanctioned, this plan provides perhaps the first step towards comprehensive planning in the City of Hamilton. As a result of the logical development of proposals and the articulation of implementing strategies, many proposals have since been implemented, such as the City's urban renewal program, the conversion to trolley buses, the construction of a municipal parking structure and the Burlington Street widening.

The data of the 1941 Census, as utilized by Faludi, represents the first comprehensive attempt to document housing conditions in Hamilton, and indeed, the entire country. It is of interest to note some of the findings. Some 10,320 acres of land in Hamilton were developed, of which 36.8% or 3,800 acres were in residential use. Approximately 74% of all dwellings were single family units, 5% were semi-detached, 20% were apartments and flats and only 1% were sections of row or terrace development. With respect to apartments, only 4% of all units were contained in buildings of 10 or more units. One dwelling in every 22 contained business premises. The value of the average dwelling was only \$3,900. with mortgages averaging half that amount at 5.8% interest. Monthly rents averaged \$27. for the City's 55.5% tenant households. Property taxes averaged \$126. per home.

In 1947 the Hamilton Planning Area Board was created to replace the Town Planning Committee. The next year the Hamilton Planning Department was finally established, producing the City's first Official Plan document and Zoning By-law in 1951.

Following World War II, the mountain area, which discouraged development for years because of limited accessibility and difficult building conditions, created by the lack of overburden, was opening up for development. Although a number of annexations occurred during this period, further emphasizing the need for comprehensive land use planning policies, the Planning Department was, however, more occupied with specialized studies. Under the National Housing Act of 1954 and the Ontario Planning Act of 1955, City Council and the Urban Renewal Committee in 1957 initiated an urban renewal program by directing the Planning Department to study general socio-economic building conditions in the City. The Department's Urban Renewal Study, presented to Board of Control in 1959, recommended varying degrees of renewal to nine areas of the City.

Four renewal schemes were undertaken under the administration of the now defunct Urban Renewal Department, organized in 1963. These schemes were the North End, the Civic (L.D. Jackson) Square, York Street and the Van Wagner's - Crescent Beach.

In other areas related to planning, a system of one-way streets was developed after a 1956 traffic study of Hamilton. An amendment to the Zoning By-law in 1961 permitting an "E-3" high density zone in the downtown area made it feasible for private interests to assemble and redevelop these lands for high rise apartment buildings. Large amounts of this type of development have occurred in recent years.

The Hamilton Area Transportation Study of 1963 was a comprehensive study that proposed various transportation improvements, including 3 new mountain accesses. The implemented results of this study have been the Claremont Access and the redesign of Burlington Street.

By the early sixties it was apparent that the large amounts of undeveloped land annexed by the City since 1950 were in dire need of some comprehensive land use guidelines for development. Murray V. Jones Limited prepared an Official Plan Amendment in 1966 to deal with these undeveloped areas which was adopted by Council in 1967 as Amendment No. 228. This plan guides the more detailed development considerations contained in specific neighbourhood plans. These neighbourhoods now act as the basic unit for planning purposes in the City of Hamilton.

With the completion of the Regional Official Plan in 1979, pursuant to the formation of the Region of Hamilton-Wentworth (1974), it is necessary that the City's Official Plan be brought into conformity with it. This, along with many other factors discussed throughout these appendices, provided an apt opportunity for a thorough review and revision of Official Plan policies to adequately chart Hamilton's path to the year 2001.

C.1.3 NATURAL ENVIRONMENT

The Natural Environment, specifically Topography, Hazard Lands, and Environmentally Sensitive Areas, has exerted a significant impact on the growth of Hamilton, and will continue to influence the development and planning policies in the City.

TOPOGRAPHY

- The Niagara Escarpment traverses the City from east to west. The escarpment historically limited southward expansion and acted as a barrier to transportation. Currently, it forms a major element in the City's open space system;
- Chedoke and Red Hill Valleys, originally barriers to east-west expansion, serve as open space and transportation corridors;
- Hamilton harbour is a triangular bay which is separated from Lake Ontario by a narrow sand bar. The harbour has enabled industrial growth to occur, while the west harbour is increasingly considered to be an important recreation resource.

HAZARD LANDS

- Hazard lands are lands having inherent physical hazards such as poor drainage, organic soils, flood and erosion susceptibility, steep slopes and other physical limitations to development. The Hamilton Region Conservation Authority (HRCA) is responsible for management of watercourses and hazard lands in the City.² Hazard Lands are identified on Map #3.

ENVIRONMENTALLY SENSITIVE AREAS

- Environmentally Sensitive Areas are defined as "those natural landscapes including those lands and/or waters of inherent biological sensitivity, such as those areas supporting aquifer recharge; stream headwaters; unusual plants, wildlife or landforms; rare or endangered species; or other combinations of habitat and landform which could be valuable for scientific research or conservation education".³

² The Niagara Region Conservation Authority has jurisdiction over Twenty Mile Creek in the southwest area of the Mountain.

³ Ecologicals Limited, Hamilton-Wentworth Region Environmentally Sensitive Areas Study, July 1976.

ENVIRONMENTALLY SENSITIVE AREAS
CRITERIA FULFILLMENT

FIG. I.

	Royal Botanical Gardens	Cootes Paradise	Hamilton Mountain	Radial Line	Niagara Escarpment	Red Hill Creek	Kings Forest	Ancaster Creek	Headwater	Red Hill Creek Marsh	Van Wagner's Marsh	Felkars Falls	Niagara Escarpment	Toll Gate Ponds
1. The area represents a distinctive and unusual landform within the municipality, Ontario or Canada.														
2. The area serves a vital ecological function such as maintaining the hydrologic balance over a widespread area, i.e. it serves as a water storage or recharge area.														
3. The plant and/or animal communities of the area are identified as unusual or of high quality locally within the municipality, Ontario or Canada.														
4. The area is an unusual habitat with limited representation in the municipality, Ontario or Canada, or a small remnant or particular habitats which have virtually disappeared within the municipality.														
5. The area has an unusually high diversity of biological communities and associated plants and animals due to a variety of geomorphological features, soils, water, sunlight and associated vegetation and microclimatic effects.														
6. The area provides habitat for rare or endangered species that are endangered Regionally, Provincially or Nationally.														
7. The area is large and undisturbed, potentially affording a sheltered habitat for species which are intolerant to human disturbance.														
8. The location of the area, combined with its natural features, make it particularly suitable for scientific research and conservation education purposes.														
9. The combination of landforms and habitats is identified as having aesthetic value in the context of the surrounding landscape and any alteration would significantly lower its amenity value.														

Source: Hamilton-Wentworth Environmentally Sensitive Areas, Ecologistics Ltd., 1976.

environmentally sensitive areas and hazard lands (schematic)

legend

- ① royal botanical gardens/creeks
paradise
- ② escarpment radial line
- ③ niagara escarpment
- ④ red hill creek/kings forest
- ⑤ anasider creek headwaters
- ⑥ red hill creek/van wagners
marsh
- ⑦ telkers falls/niagara escarpment

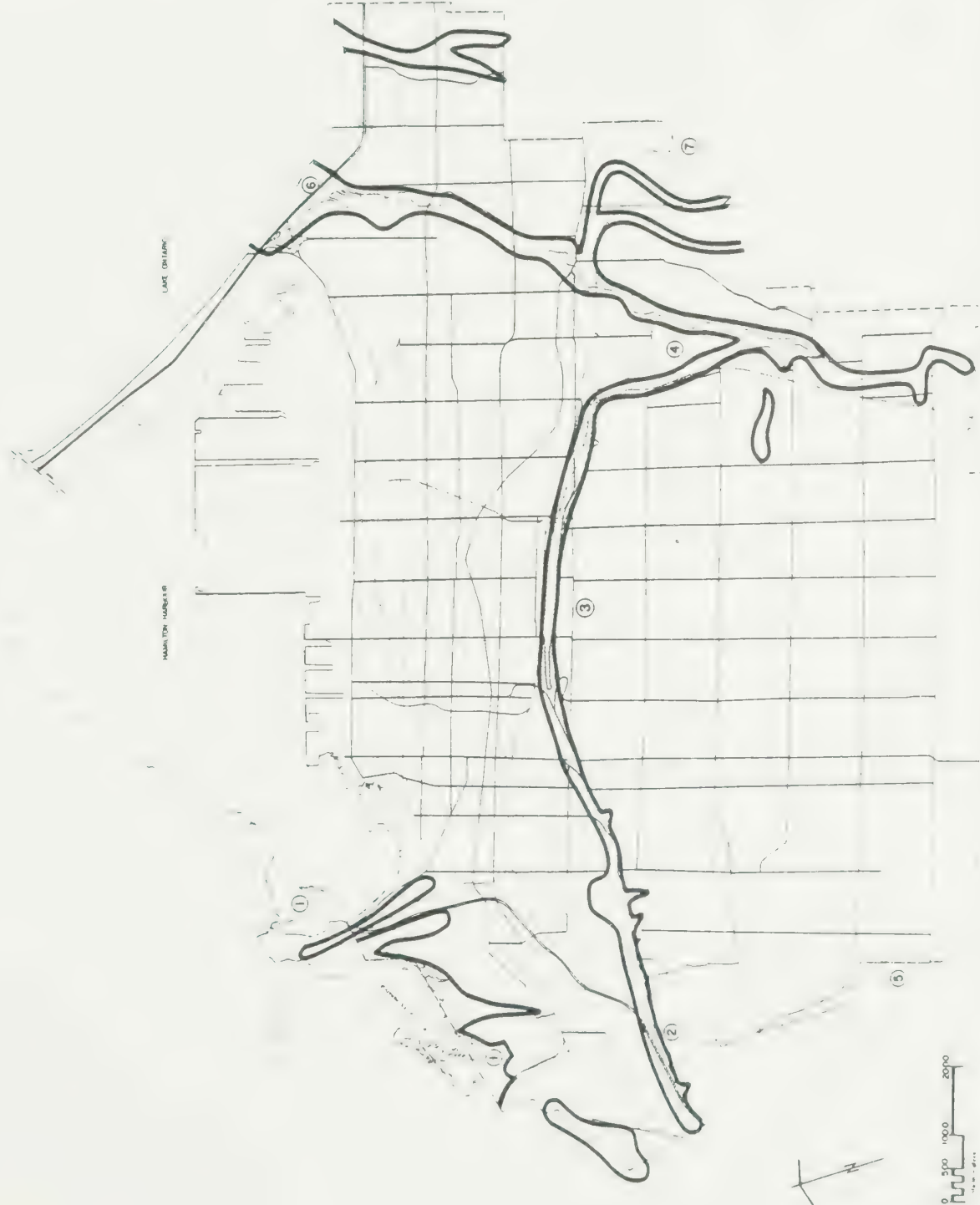


environmentally sensitive areas



hazard lands

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C.2 POPULATION TRENDS AND PROJECTIONS

C.2.1 TRENDS (see figure 2)

The population growth of Hamilton has been characterized by:

- An average annual growth rate below that experienced by the Province and the Region/county since 1961 (see figure 3); and,
- An annual growth in population between 1961 and 1976, followed by an annual net loss of population since 1976.

The more recent trends (1976-79) may be attributed to:

- A decline in foreign and domestic migration into Ontario due to economic factors;
- An aging of the population following the maturing of the post war "baby boom";
- Declining birth rates due to changing social values; and
- The perceived attractiveness of outer suburban municipalities as a preferred choice of living environment.

C.2.2 CURRENT POPULATION⁴

The 1979 assessed population of the City of Hamilton is 306,538. The spatial distribution, age and sex composition and density of the current population are summarized below.

SPATIAL DISTRIBUTION

The spatial distribution of population in the City is characterized as follows:

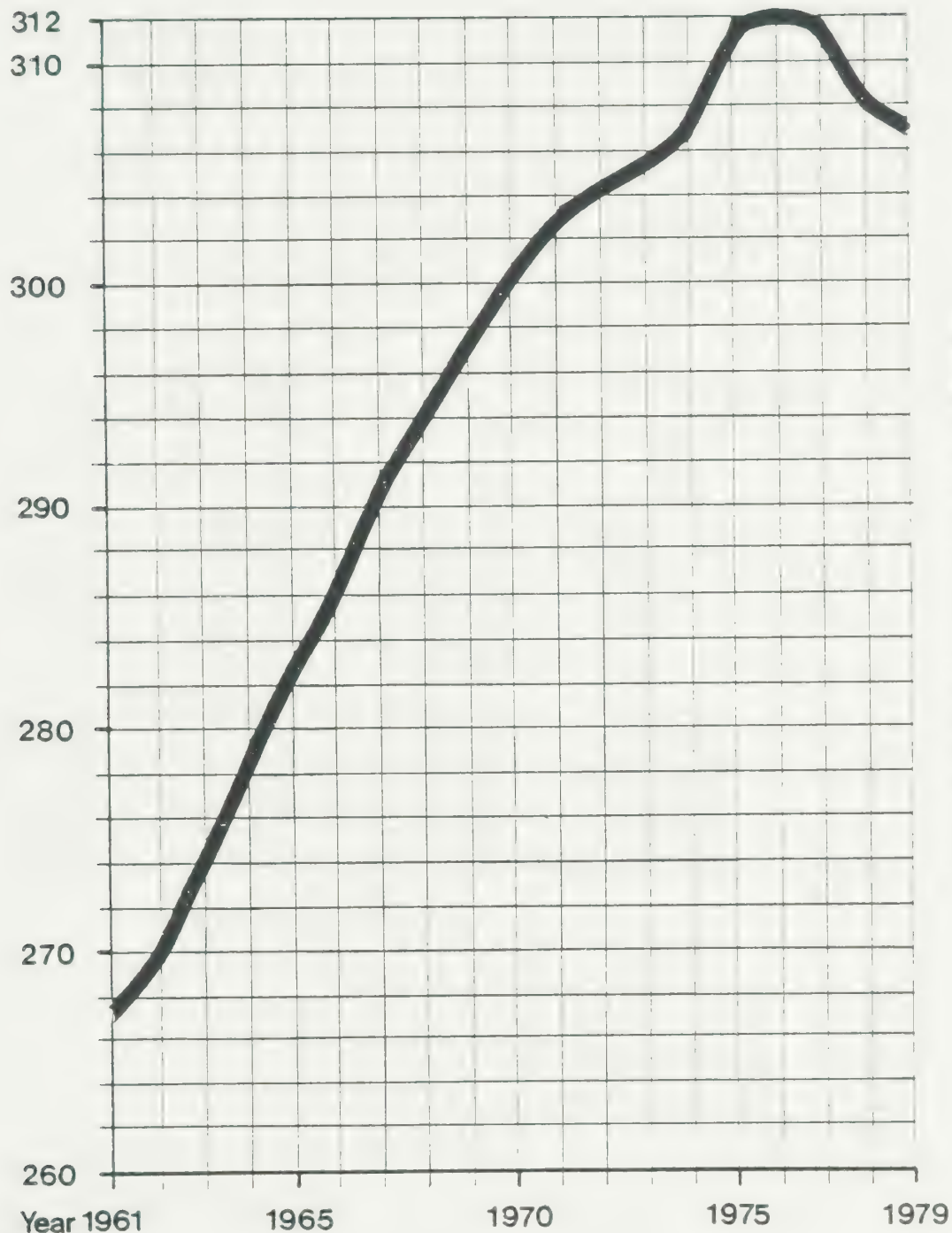
- Neighbourhoods with the highest population are located in the central area and the inner City neighbourhoods between Main Street and the CNR mainline; the least populated neighbourhoods are located on the south mountain (see map #4); and,

⁴ Regional Planning Division, Provincial Assessment figures.

Figure 2

Actual Population 1961-1979

Population
(1,000's)



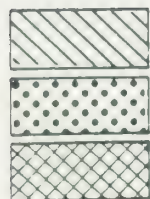
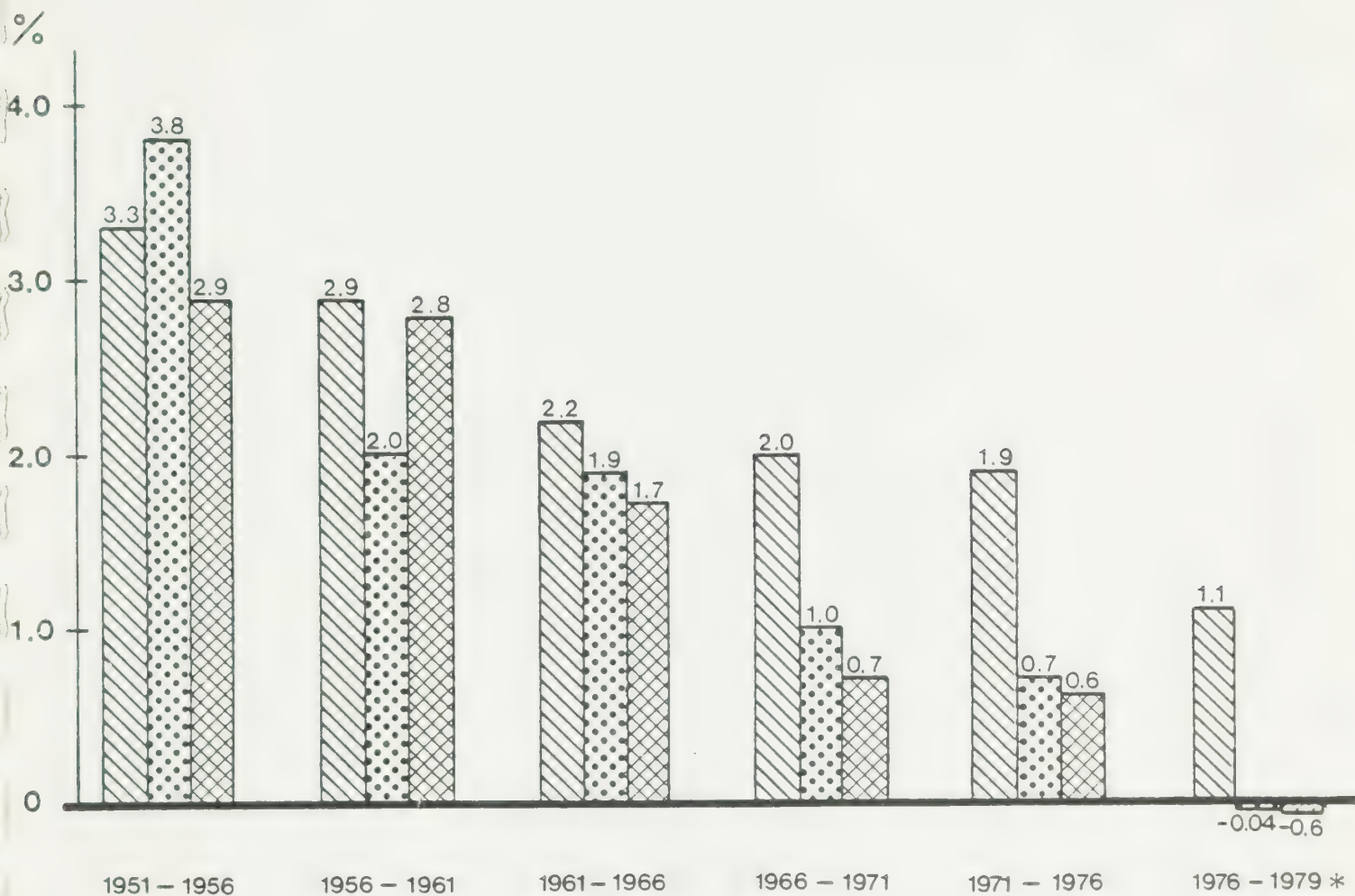
1961	266,707
1962	269,459
1963	273,935
1964	277,847
1965	283,099
1966	285,649
1967	291,536
1968	293,897
1969	296,820
1970	298,755
1971	303,177
1972	304,391
1973	305,382
1974	306,671
1975	311,886
1976	312,162
1977	311,907
1978	307,964
1979	306,538

Sources

- Hamilton Assessment
- Regional Planning Division

Figure 3

Average Annual Growth Rate



*Ontario: 1978 est.

1978 population statistics for the city of hamilton by neighbourhood

legend



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- The greatest population increases since 1974, have occurred in the central area, south and west mountain, and east of Red Hill Creek (see map #5).

COMPOSITION BY AGE AND SEX

Figure #4 shows the population by 5 year age categories; these categories are further consolidated below to illustrate that the City's existing population is composed of:

- Pre-school population - 6.2%;
- School-age population - 23.9%;
- Work force population - 60.5%;
- Senior citizen population - 9.3%;
- The male-female ratio is 48.4%-51.6%.

POPULATION DENSITIES

Population densities by neighbourhood are shown on Map #6.

- The four neighbourhoods comprising the central area have the highest number of persons per net residential hectare. This is due to the larger number of higher density residential units in these neighbourhoods;
- Other lower city neighbourhoods north of Main Street have relatively high population density, and conversely, neighbourhoods on the south and west mountain have low densities.

C.2.3 POPULATION PROJECTIONS

Reliable population growth projections which will form a basis for long range planning are difficult to establish due to changing social and economic factors, and other unforeseen circumstances. Population projections vary depending upon the source, base year, methodology, and period of projection, as summarized below and in figure #5.

- The Ontario Ministry of Treasury, Economics, and Intergovernmental Affairs (now the Ministry of Treasury and Economics) projection of 364,000 population in the year 2001 was formulated in 1973,

within a larger provincial growth context and maintains the historic growth relationship between the City and the Province;

- The Peter Barnard Housing Study projects an average annual growth rate of 0.7% to 1986, and only 0.4% from 1986 to 2001, based on a continued low birth rate;
- The City of Hamilton 1978 Residential Official Plan (O.P.A. #339) projects a population growth of 0.4% per annum to 1986, based on declining birth and immigration rates.

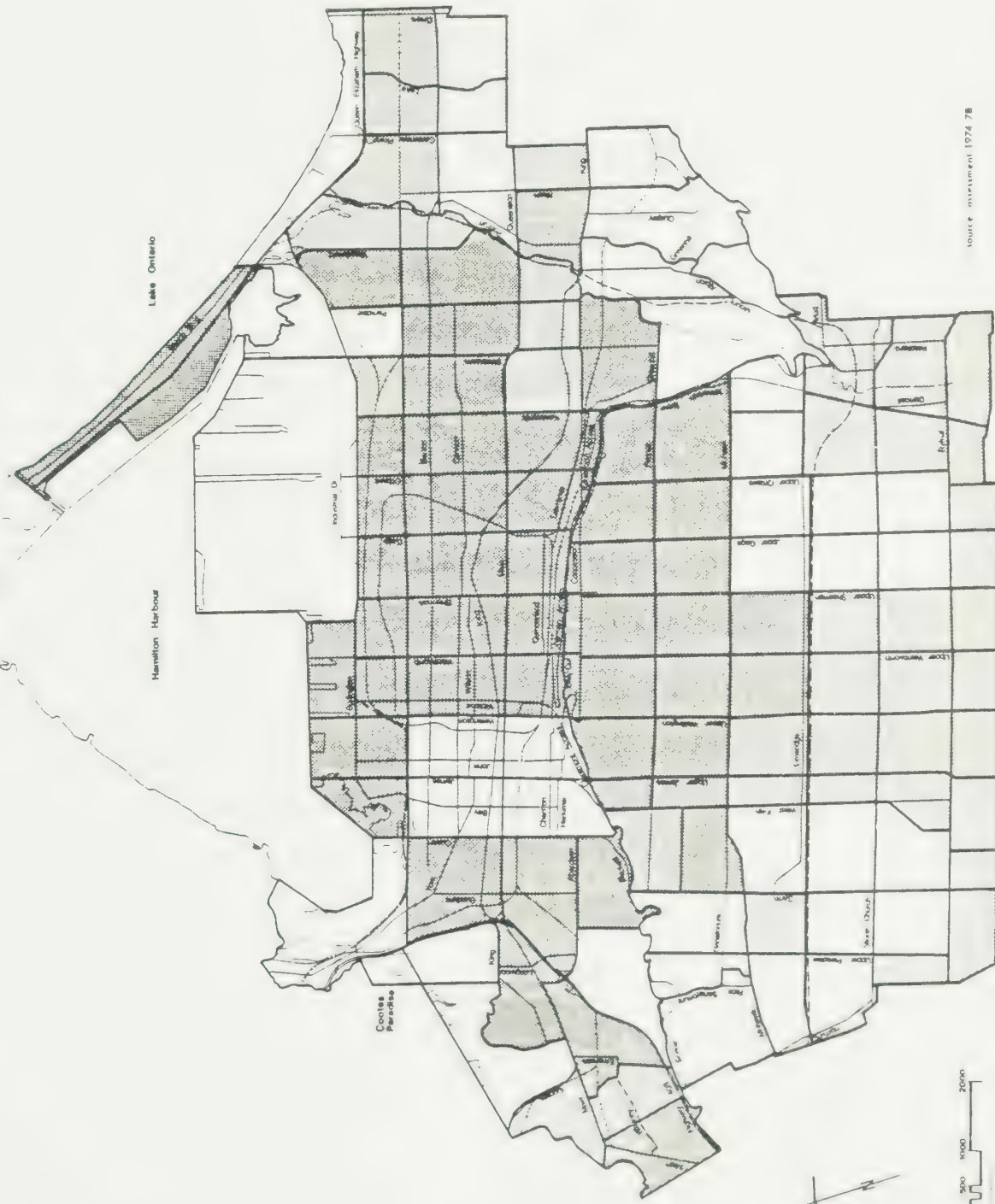
The Regional Official Plan allocates a population of 386,000 for the City for the year 2001. The policies of the Hamilton Official Plan will enable this population to be adequately accommodated.

(net) population
changes since 1974
by neighbourhood

legend



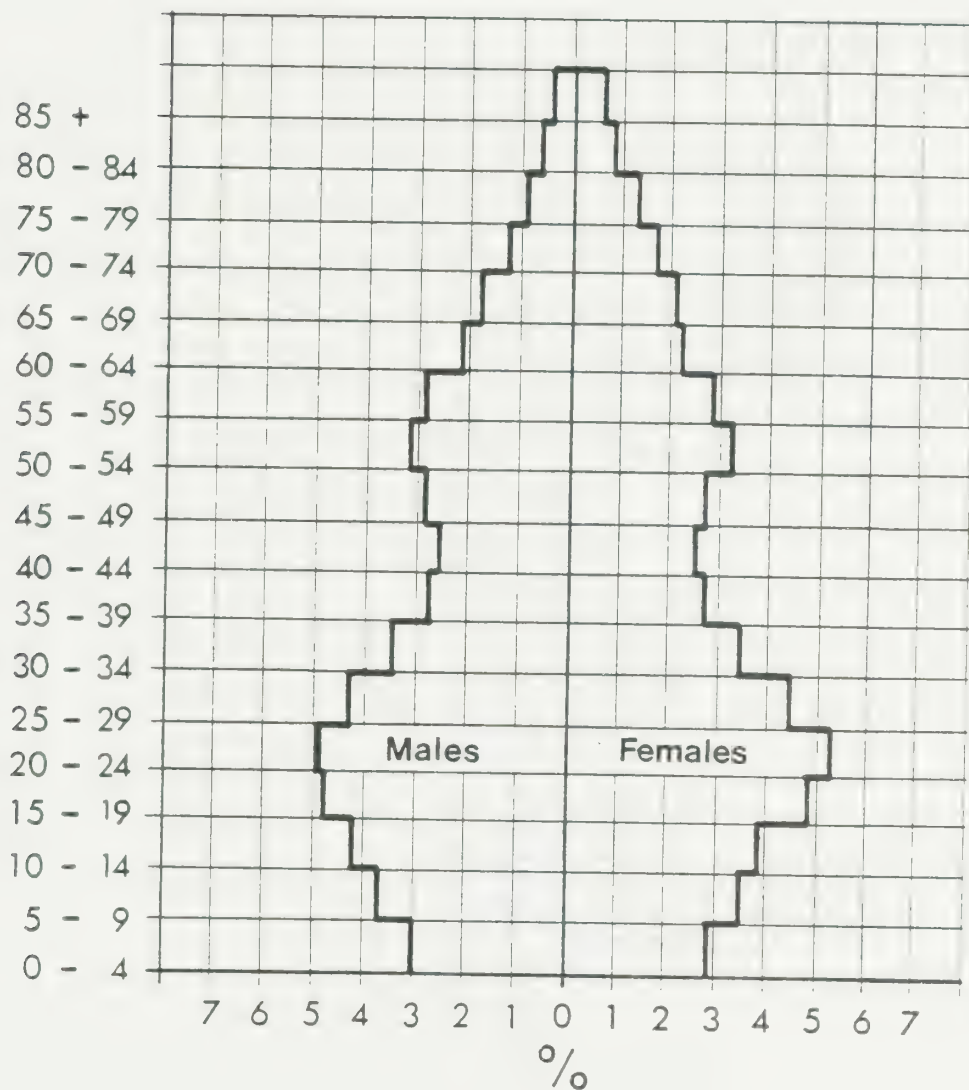
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source: investment 1974-78

Figure 4

City of Hamilton Population Percentages By Age Groups and Sex , 1978

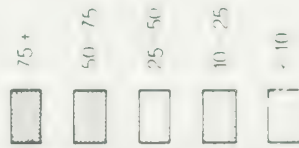


Source : Hamilton
Assessment

net residential
densities by
neighbourhood

legend

person per net acre



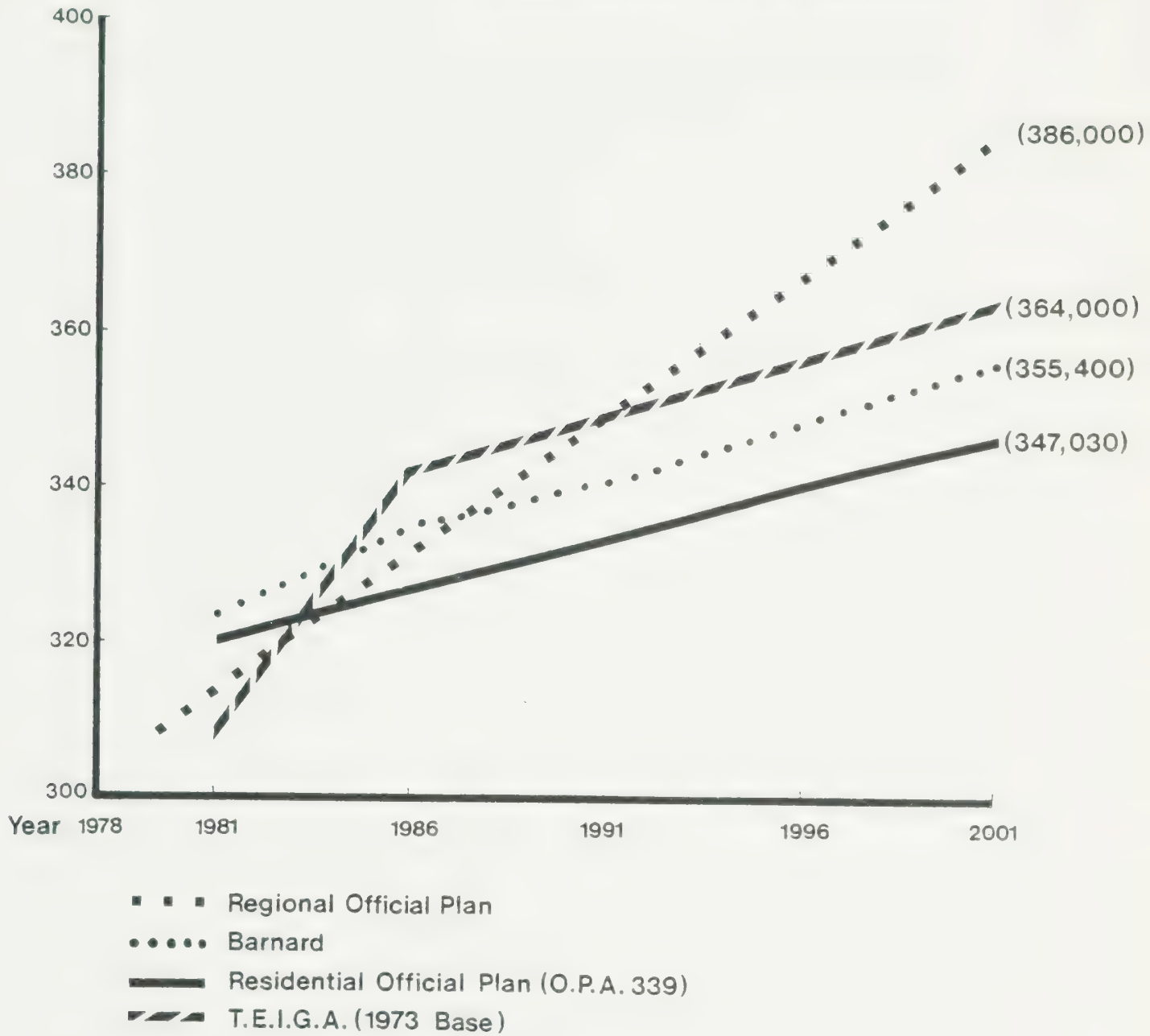
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Figure 5

Population Projections

Population (000's)



C.3 LAND USE

C.3.1 GENERAL LAND USE AND DISTRIBUTION: (see Map 7, back cover pocket)

EXISTING LAND USE

The existing urban environment consists of a mixture of land uses which will form a basis for the Land Use Concept in the Official Plan. Generally the development pattern is characterized by:

- Heavy industrial uses adjacent to the waterfront;
- Older residential uses below the escarpment with transitional and redeveloped sectors in the central area;
- Post war stable residential areas above the escarpment and in the east end;
- Developing and undeveloped areas on the south mountain; and,
- A mixed use central area and commercial ribbons along arterial roads.

C.3.2 RESIDENTIAL :

The City of Hamilton contains a mixture of housing types and densities. Furthermore:

- About half (49%) of the housing stock is single family detached units;⁵ and,
- The highest densities are in the central lower City, with the lowest densities being on the south mountain.

Figure 7, **over** , is an inventory of the current housing stock.

5. Regional Planning Division, Land Use Characteristics, 1978.

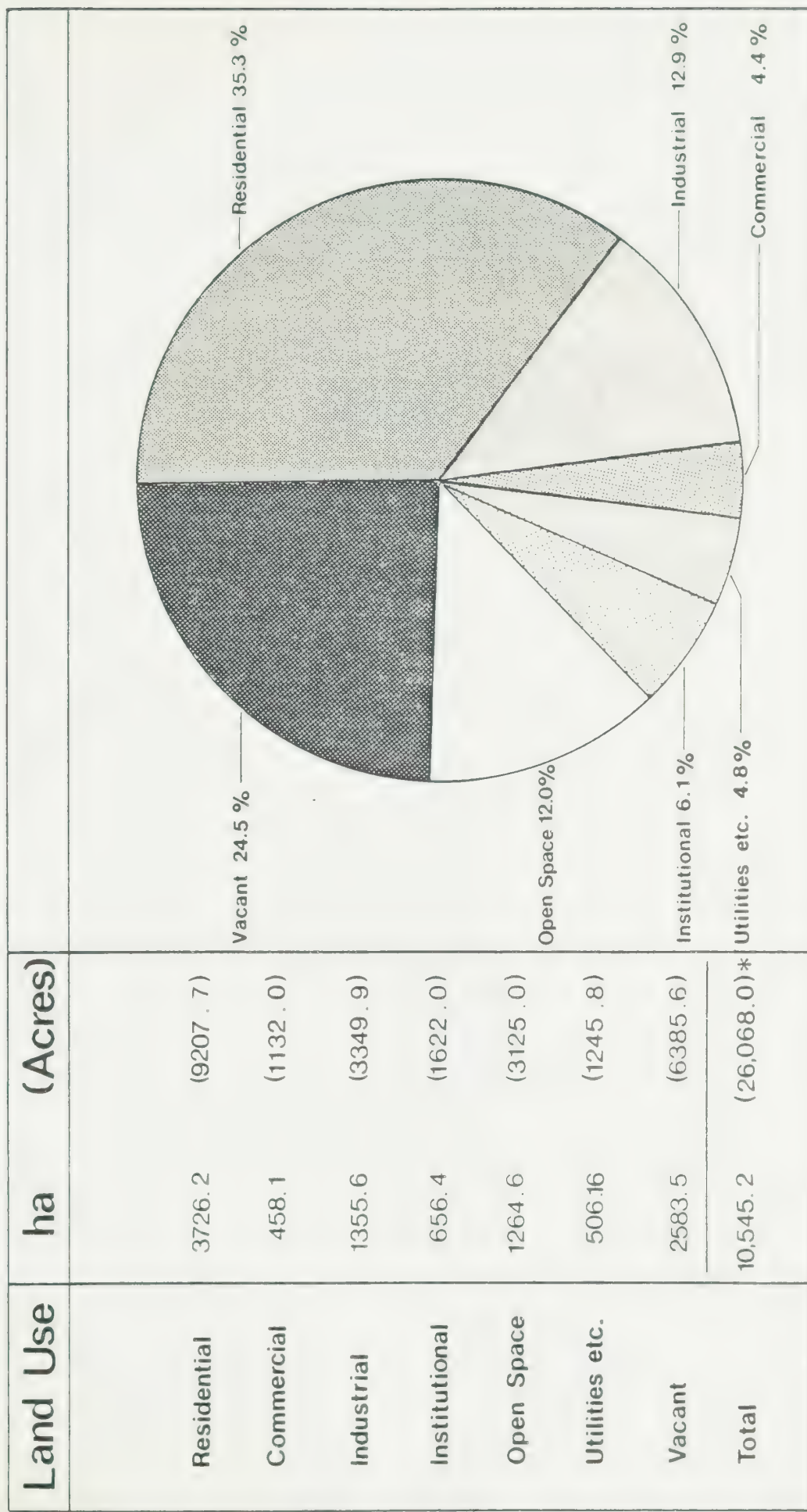
Fig. 7: RESIDENTIAL UNITS BY TYPE, 1978

Source: 1978 Land Use Characteristics
Regional Planning Division

	Single Family Detached	Semi Det./ Duplex	Row	Apts.	Total
Number of Units	57,089	16,759	6,249	36,124	116,221
Mix (% of total)	49.1%	14.4%	5.4%	31.1%	100%
Average Persons Per Unit	3.1	2.4	3.2	1.6	2.6
Average Density (units per hectare)	2.7		5.8	20.4	

Figure 6

Existing Land Use Distribution (1978)



* Above total does not include 1344.9 ha (3323.6 ac.) of water areas within the city limits.

units per net
residential acre

legend



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The housing targets in figure #8 below were established in the Future Housing Requirements Study (Barnard, 1976). These targets serve as a basis for an annual monitoring of the supply and demand of housing in the City.

Fig. 8 Housing Requirements to 1986

	Single Family Detached	Semi/Dup.	Row	Apt.	Total
Annual Unit Production	650	130	160	1,660	2,600
Land Inventory Required For	1,300	260	320	4,980	6,860
Target Mix	25%	5%	6%	64%	100%

C.3.3 COMMERCIAL:

Major commercial areas take two basic forms:

- "Clustered" - central area
- shopping centres
- "Extended" - ribbon commercial
- highway commercial

Clustered commercial areas are classified by gross floor space in the following hierarchy:

Fig. 9 Hierarchy of Commercial Centres

<u>Classification</u>	<u>Max. Gross Floor Area</u>	<u>Min. Gross Floor Area</u>	<u>Identified In:</u>
Regional Centre	NA	NA	Regional O.P. (Central Area)
Sub Regional Centre	NA	55,000 sq.m.	Regional O.P. (Two)
Community Shopping Centre	55,000 sq.m.	14,000 sq.m.	Secondary Plans
Neighbourhood Shopping Centre	14,000 sq.m.	1,400 sq.m.	Secondary Plans
Local Commercial	230 Sq. m. per store 0.4 ha per development	NA	Permitted in Residential Designations in O.P.

In addition, the existing commercial land use inventory is characterized as follows:

- The predominant commercial area in the City is the central area (which is referred to in the Official Plan as the Central Policy Area);
- Extended ribbon commercial⁶ uses are found along the following streets: Barton Street East, Main Street East, King Street East, Kenilworth Avenue North, Ottawa Street North, Concession Street, Upper James Street;
- Extended highway commercial⁷ streets include Upper James, Main Street (West of Cootes), Queenston Road, and Centennial Parkway; and
- Local convenience stores are located in residential neighbourhoods to serve the everyday shopping needs of residents.

C.3.4 INDUSTRIAL:

The major industrial sector in the City is located along the harbour, east of Wellington Street and north of the CNR mainline. This area is one of the most heavily industrialized areas in the country and is the location of the City's steel industry. Due to the limit of lands available for industrial development or redevelopment in this area, and in order to attract additional light industry, the City has developed industrial parks adjacent to the Queen Elizabeth Highway and on the East Mountain. The former area is now mostly developed, but the East Mountain will ultimately have 725 serviced acres (293 ha) available for industrial uses.

Other industrial development exists in the Kirkendall North neighbourhood,

-
6. Extended ribbon commercial areas are groups of individual commercial establishments located on arterial roads and serving predominantly residents in the vicinity.
 7. Extended highway commercial areas are groups of individual commercial establishments located on arterial roads and readily accessible to private automobiles.

adjacent to Highway 403; in the Ainslie Wood neighbourhood, and scattered throughout the neighbourhoods adjacent to Barton Street.

Map 9 shows the generalized location of industrial development in Hamilton.

Influencing
Factors

Factors which will influence industrial development are:⁸

- The decline of the manufacturing component of the work force;
- The increase in the relative importance of service industries;
- The conversion of non-conforming residential enclaves to industrial uses north of the CNR is not occurring at a significant enough rate to provide additional industrial land in this area; and,
- The supply, accessibility and visibility of Industrial Parks, such as the East Mountain Industrial Park.

C.3.5 INSTITUTIONAL:

Institutional uses make up 6.1% of the land uses in the City. Major institutions include McMaster University, Mohawk College, Hamilton Psychiatric Hospital and the Hamilton Sanitorium, among others. In addition, other institutional uses (churches and schools) are found in virtually every developed neighbourhood.

Figure 10 shows a breakdown of the institutional land uses by type.

8. Industrial Official Plan (O.P.A. 334), November, 1977.

industrial land in hamilton

legend

- 1 bayfront
 - 2 east hamilton
 - 3 central area
 - 4 barton street
 - 5 chedoke
 - 6 west hamilton
 - 7 east mountain industrial area
- generalized industrial
concentrations

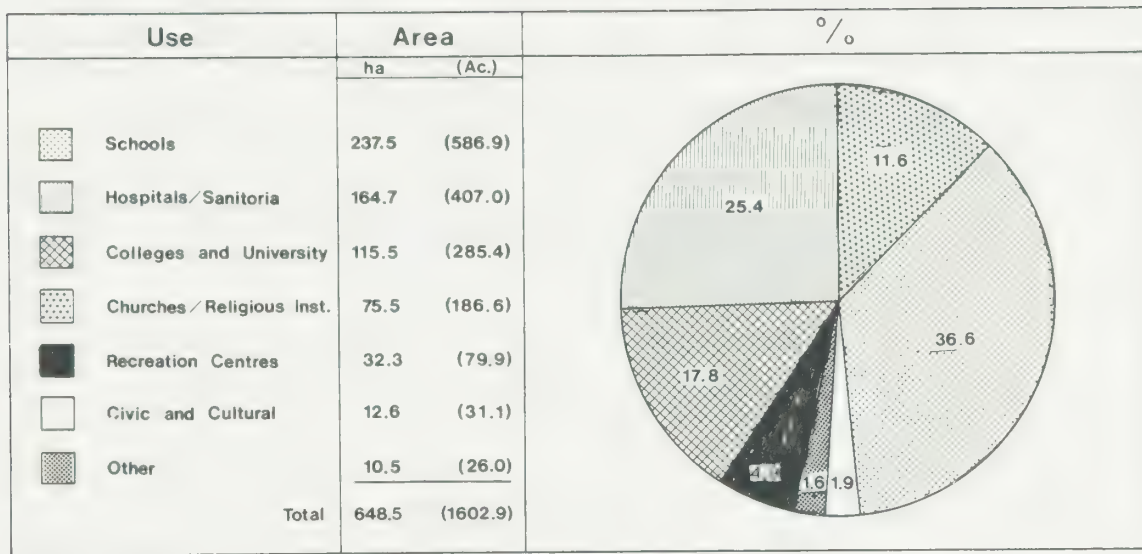
- heavy, intensive
- light and general
- scattered manufacturing
- vacant industrial land

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Figure 10

Institutional Uses



Source: 1978 Land Use Characteristics, Regional Planning Division

C.3.6 OPEN SPACE:

Open space is defined as public and private, developed or undeveloped lands which may be used for active and/or passive recreation and which are accessible physically and/or visually. (From O.P.A. 327)

The open space system accounts for 12% of the City's area and reflects the natural physiography. The system includes:

- Components
- Lands under the jurisdiction of the Hamilton Region Conservation Authority (HRCA);
 - Lands within flood lines of water courses;
 - Regional, municipal, and Royal Botanical Gardens park-land;
 - Private open space

- Open space transportation and utility corridors;
- Recreation areas; and,
- Cemeteries.

Regulatory
Agencies

Major open space features in the City are regulated by various agencies, including:

- The HRCA which is responsible for hazard lands including water courses, flood and erosion susceptibility areas and steep slopes;
- The Niagara Escarpment Commission which currently exercises development control over the escarpment area (see sec. C.4.1); and,
- The Royal Botanical Gardens which lies within the Parkway Belt West planning area.

Major features of the open space system include, but are not limited to:

- The Niagara Escarpment;
- Kings Forest;
- Lower Red Hill Creek Valley;
- Confederation Park/Van Wagners Beach; and,
- Royal Botanical Gardens.

Map 10 shows the major open space areas in the City.

major open space (schematic)

legend

- physiographic features
- major urban parks
- royal botanical gardens
- conservation authority parks
- golf courses
- transportation and utility corridor
- major corridors

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C.3.7 CENTRAL AREA

The Regional Official Plan has designated downtown Hamilton as the Regional Centre - a multi use area which is to combine commercial, manufacturing, residential, and service functions with high employment opportunities.

In 1970 the City, in a partnership with the Federal and Provincial governments, began a major downtown "Civic Square Redevelopment Project" in order to revitalize the central area. The project, much of which has been completed, includes the Jackson Square shopping mall, Hamilton Place, the Library/Farmers Market, Art Gallery, Convention Centre, and several office towers. However, private re-development has been slow to materialize, and there is some indication that some sections of downtown Hamilton have been deteriorating in recent years.

To co-ordinate public and private actions for the growth of downtown Hamilton, the Central Area Plan Advisory Committee (CAPAC) was formed in 1978. CAPAC, consisting of representatives from citizens groups, community organizations, businessmen, and ward politicians, developed a Central Area Plan.

Accordingly, the new Hamilton Official Plan incorporates the goals identified in the Central Area Plan, specifically, that downtown Hamilton be promoted as:

- The Regional centre;
- A multi-use node with a range of permitted land uses;
- A unique and attractive environment with a high order of amenity and design;
- An area where automobile and pedestrian traffic will be separated to permit the safe and effective movement of each.

C.4 PLANS AND POLICIES OF OTHER AGENCIES

The development of the City and its land use patterns are influenced by the policies of supra-regional agencies. Consequently, the new Official Plan must recognize and incorporate such policies as they apply to Hamilton.

C.4.1 NIAGARA ESCARPMENT COMMISSION:

The Niagara Escarpment Commission (N.E.C.) has been established by the Province to develop and administer policies aimed at the protection and maintenance of escarpment as a continuous natural environment. Accordingly, the proposed N.E.C. plan, as it applies to Hamilton:

- Recommends that development control functions, be delegated to the City (N.E.C., Proposed Plan, section 4.6.1);
- Identifies the Escarpment as an "Area of Direct Provincial Interest" within which the following uses are permitted:
 - single family dwellings (subject to restriction);
 - recreational uses;
 - forest and wildlife management;
 - archeological activities; and,
 - essential transportation and utility facilities.
- Identifies areas adjacent to the escarpment as "Urban Centre" policy areas and within which development is to be of a character that is compatible with the escarpment environment. These areas are indicated on Map #11.

C.4.2 PARKWAY BELT WEST:

The Parkway Belt West Plan, approved in 1978, was prepared by the Province in order to:

- Physically separate urban areas and reinforce community identity;
- Provide land corridors for transportation and utilities; and,

- Provide a system of open space and recreation areas.

Within the City of Hamilton, the Parkway Belt West Plan policies apply as follows:

- The Royal Botanical Gardens and a portion of the Dundurn neighbourhood are identified as "Public Open Space and Buffer Area".
- The Hamilton and Woodland Cemeteries are identified as "General Complementary Use Areas".

C.4.3 HAMILTON HARBOUR:

The Hamilton Harbour Commissioner's were established in 1912 under federal legislation and are responsible for shipping and navigation in the port. Since 1800, extensive areas of the harbour have been filled, reducing the original water area by 30%.⁸ Much of the waterfront industry is on reclaimed land. Therefore, as established in O.P.A. 318 and re-affirmed in the new Official Plan, additional infilling is not permissible.

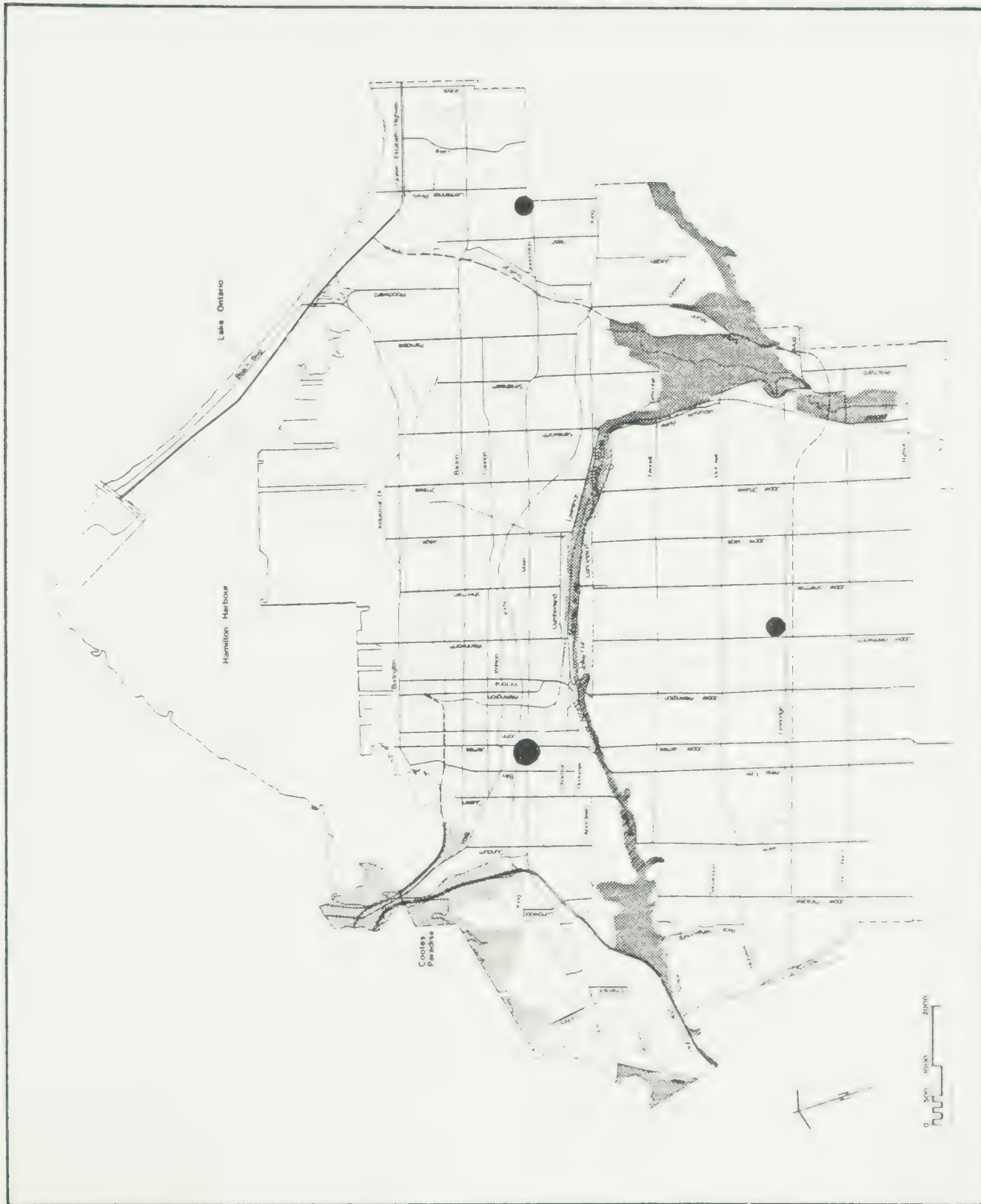
Land use policies for the harbour area established new Official Plan are generally compatible with the Harbour Commissioner's strategy for port development, and further

- Recognition of the heavy industrial uses in the east harbour;
- Marine transportation designations on the harbour side of the Beach Strip and along the south central shoreline between Wentworth Street and Ferguson Avenue;
- Open space and recreational uses in the west harbour and the Lake Ontario side of the Beach Strip; and,
- Policies, for the long term clearance program of the existing residential structures on the Beach Strip.

8. Hamilton Harbour Official Plan, (O.P.A. 318) Appendices, January 1979.

See also Map 19, Page 155.

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C.4.4 REGIONAL OFFICIAL PLAN:

As established in Bill 155 creating the Regional Municipality of Hamilton-Wentworth (1974), area municipality plans must conform with the Regional Official Plan. Accordingly the new Official Plan for the City of Hamilton will provide this conformity.

Specifically, the Regional Plan designates and requires the recognition of the following elements in Hamilton's Plan:

- All lands with the City boundaries, excluding lands within the Parkway Belt West Policy Area are designated "Urban Policy Area", which will receive municipal sewer and water services to accommodate anticipated growth to the year 2001;
- Downtown Hamilton will serve as the Regional Centre which is to function as a multi-use area, including manufacturing and residential uses and social, community and health services, (Reg. O.P. Section 7(37));
- Two sub-regional centres (see map #11) are to function as multi-use areas which include retail, office, residential, and social, community, and health services. These sub-regional centres will be accessible by public transit and road access;
- A major road network consisting of arterial roads which are under the jurisdiction of the Region;
- A system of phasing or staging development with the installation of essential engineering services; and,
- A number of environmentally sensitive areas and a Lakeshore Policy Area, may be developed only subject to appropriate environmental assessment.

C.5 MUNICIPAL SERVICES AND TRANSPORTATION

C.5.1 ENGINEERING SERVICES:

Existing development is adequately served by engineering services such as water distribution, sewage and storm drainage facilities, and solid waste disposal systems. Future development is dependent on the planned expansion of these services through staging policies.

Water Supply and Distribution System (Map #12)

The City is adequately served by the Woodward Avenue purification plant. The present capacity of the plant is 160 million gallons per day (MGD) and can be expanded to a capacity of 300 MGD to serve a population of 1,000,000⁹. In addition:

- The supply source is Lake Ontario;
- The provision of water services, including the construction and provision of water mains is the responsibility of the Region; and,

Sewage Collection and Treatment (Map #13)

The developed areas of the City are adequately served by sanitary sewers. The Woodward Avenue pollution control plant has a capacity of 60 MGD, which can be doubled on the existing site to permit the anticipated development within the City boundaries.¹⁰

Storm Drainage

The storm drainage system in the City is the responsibility of the Region. The Conservation Authority is responsible for flood control. In the past, a combined system of storm/sanitary sewers was developed; however, current policies require separate storm and sanitary systems for new development.¹¹

9. "Municipal Services: Regional Plan Substudy", Regional Planning Dept., 1975.

10. Ibid.

11. Ibid.

water distribution system

legend

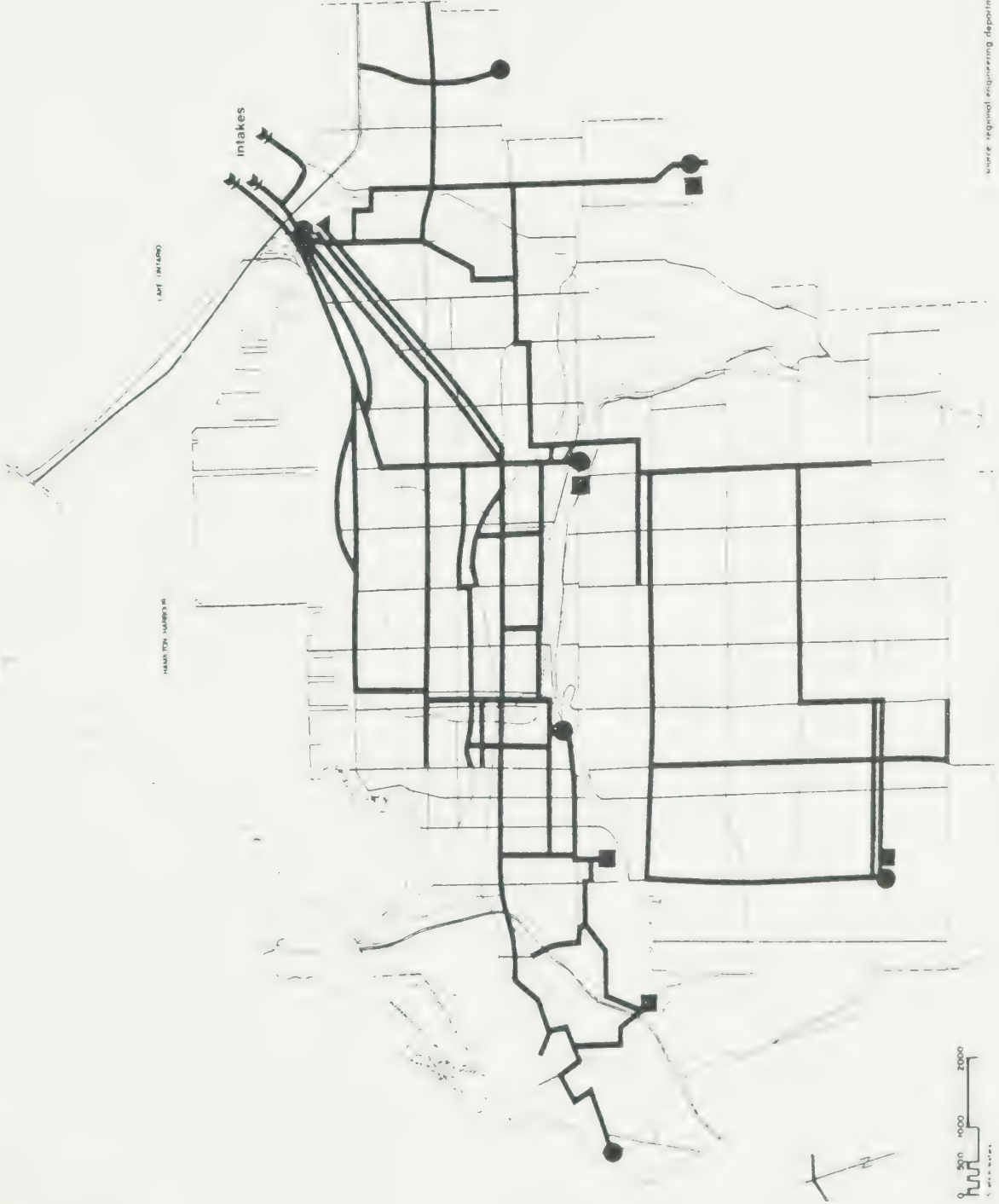
— watermains over 16" or 400 mm
(or twins combined)

● pumping station

■ reservoirs

▲ water treatment pond

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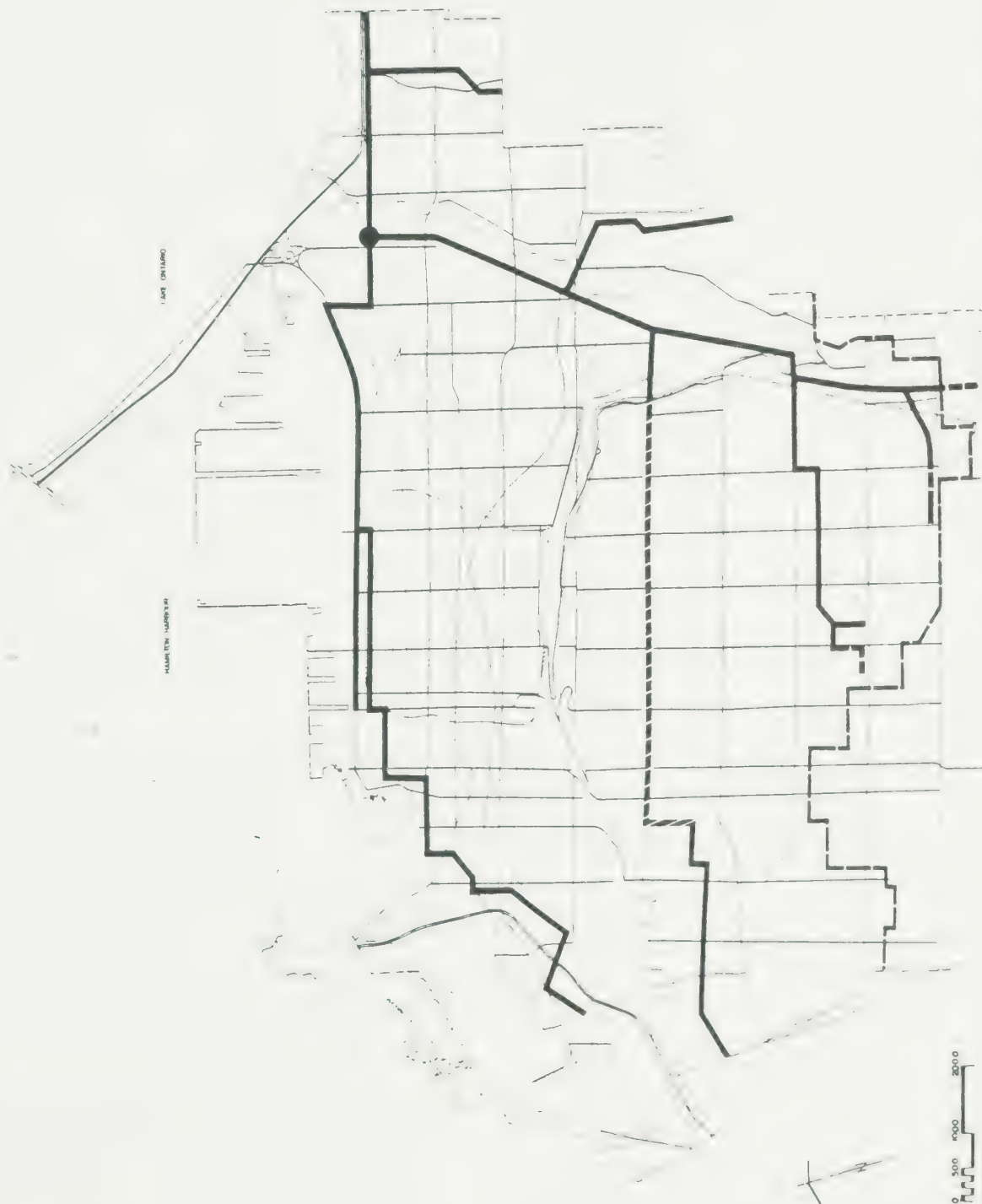


existing trunk sewers

legend

-  existing trunk sanitary sewers
-  trunk sanitary sewers under construction
-  sewage treatment plant (27" - 102") or (600 - 2550 mm)
-  sewer service boundary (may 1980)
-  existing combined sanitary and storm sewer

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source: regional engineering department

Solid Waste Disposal

Solid waste disposal is a Regional responsibility. There are two systems presently in operation in the City, namely, Incineration and Sanitary Landfill Systems.

- The Incineration System is known as the Solid Waste Reduction Unit (SWRU) and is located on Kenora Avenue. The principle of energy recovery for the production of steam through the use of heat produced is under investigation for the system. The system also incorporates the magnetic separation of metallic materials. SWRU is designed for a capacity of 210,000 tons per year, but has been running below capacity due to technical difficulties; and,
- The Sanitary Landfill Site (140 acres) on Upper Ottawa Street, currently in use, has reached its capacity and surpassed the originally intended closure date. Deposition of waste at this facility will be terminated when the proposed Glanbrook Township Regional Landfill Site is operational in 1980.

C.5.2 ROAD NETWORK:

Hamilton's arterial road pattern is basically the product of the concession and lot survey grid, modified by the Niagara Escarpment and other geographical features. The road system is characterized by:

- The barrier effect of the escarpment, focusing north-south traffic circulation onto "mountain accesses";
- The funnelling of through east-west traffic through the downtown area, inhibiting the "pedestrianization" of the core area; and,
- An extensive system of one way streets, increasing the capacity of the road system.

Studies undertaken during the preparation of the Regional Official Plan indicated that improvements to the existing network are required to overcome deficiencies, including:

- A new road linking Burlington Street with Highway 403;
- A new east-west and north-south transportation facility that will link Highway 403 on the mountain with the QEW;
- Additional east-west road capacity on existing Arterial Roads or a new road connection between the downtown area and the junction of Main Street and Cootes Drive;
- Additional east-west capacity on existing Arterial Road connections or a new road connection between the downtown area and the junction of King Street and Lawrence Road.
- Hamilton is served by several inter-regional highways, including 403 and the QEW, which link the City with other municipalities.

The Official Plan will delineate Regional Roads within the City. A hierarchy of roads has also been established and is summarized below.

Figure 11 - Road Hierarchy

<u>Road Hierarchy</u>	<u>Function</u>	<u>Right-of-Way Width</u>
Inter Regional Highways	serve as strategic links, and carry traffic through the City and Region	As required
Arterial Roads	serve as strategic links, and connect inter-regional highways with collector roads	Controlled access: 60 m All others: 26-36 m
Collector Roads	connecting links between arterial and local roads; low volume	20-26 m
Local Roads	provide access to abutting properties and carry light volume local traffic	Maximum 20 m

major roads (existing)

legend

- inter-regional highways
- regional roads
- other major roads

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C.5.3 PUBLIC TRANSIT:

Public transit is readily accessible (i.e. within 1/4 mile distance) in all fully developed areas of the City. (see map #15). The Hamilton Street Railway (HSR) operates 36 bus routes on over 450 km of City streets. Transit service is characterized by the following:

- Generally, HSR bus routes focus on the downtown. Most routes terminate at or pass through the Gore Park area.
- Ridership increased between 1971 and 1975, with a levelling off in recent years.¹²

Transit operation is a Regional jurisdiction. Subsidies are provided by the Provincial and Regional governments to offset operating deficits. In 1980 the Hamilton-Wentworth Transit Commission became a committee of Regional Council.

Regional transportation studies have identified a need for:

- The continued focusing of the transit system on the central area; and,
- A new intermediate capacity transit facility linking the central area with the mountain, which is to be the subject of a major study.

12. Hamilton Transit Commission Annual Reports.

public transit

legend

h.s.r. routes (1979)

- regular service
- rush hour service
- summer only

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C.6 SOCIAL, PROTECTIVE, AND COMMUNITY SERVICES

C.6.1 SOCIAL SERVICES:

The health and well-being of a community is in part dependent upon the level of SOCIAL SERVICES (public health care, general welfare assistance, and hospital services) which are available to residents. Social Services which are available to City residents include:

Public Health Care

- Public health care services are available to area residents through the offices of the Hamilton-Wentworth Health Unit. The Health Unit provides:
 - public health inspection of general sanitation, pest and food control, and water supply and sewage systems; plus
 - public health nursing.

General Welfare Assistance

- General Welfare Assistance (income maintenance) is available to residents as short-term or temporary financial assistance through the office of Regional Social Services Department; in addition to:
 - counselling, home management services and financial subsidies for children in private day care facilities; and
 - services purchased from other organizations, i.e., boarding homes, hostels and group homes placement, nursing home care, homemakers and nurses services, and, individual and family counselling.

Hospitals

- Hamilton is served by five general hospitals offering full health services.

C.6.2 PROTECTIVE SERVICES:

Protective Services in Hamilton include Fire Protection and Police Services, specifically:

- Fire Protection ● Fire Protection is provided by the Hamilton Fire Department from nine fire stations located throughout the City (see Map 16).
- Police Services ● Police protection is provided by the Hamilton Wentworth Regional Police Department. The Department operates from its downtown headquarters and two sub stations. (see Map 16).
- "911" Emergency Number ● The Regional Municipality of Hamilton-Wentworth has established a consolidated dispatch system for emergency services. Police, fire and ambulance assistance is reached through the "911" telephone number.

C.6.3 COMMUNITY SERVICES:

Community Services include schools, libraries, park and recreation facilities, specifically:

- Schools ● The provision of school facilities comes under the jurisdiction of the Hamilton Board of Education and the Hamilton-Wentworth Separate School Board. The Hamilton Board of Education has 80 elementary public schools, 11 high schools and two grade thirteen schools with a total enrolment of 40,561 students (1979-1980).
- The Separate School Board has 43 elementary schools and 7 Catholic high schools, with a total enrolment of 21,441. The Separate School Board also operates a French language school (1979-1980);



schools

legend

- elementary (public)
- elementary (separate)
- ▣ secondary (public)
- ⊙ secondary (separate)
- elementary (private)
- ⬡ secondary (private)
- vocational
- Ⓛ trainable retarded
- ▲ colleges/universities

(1979-80 school year)

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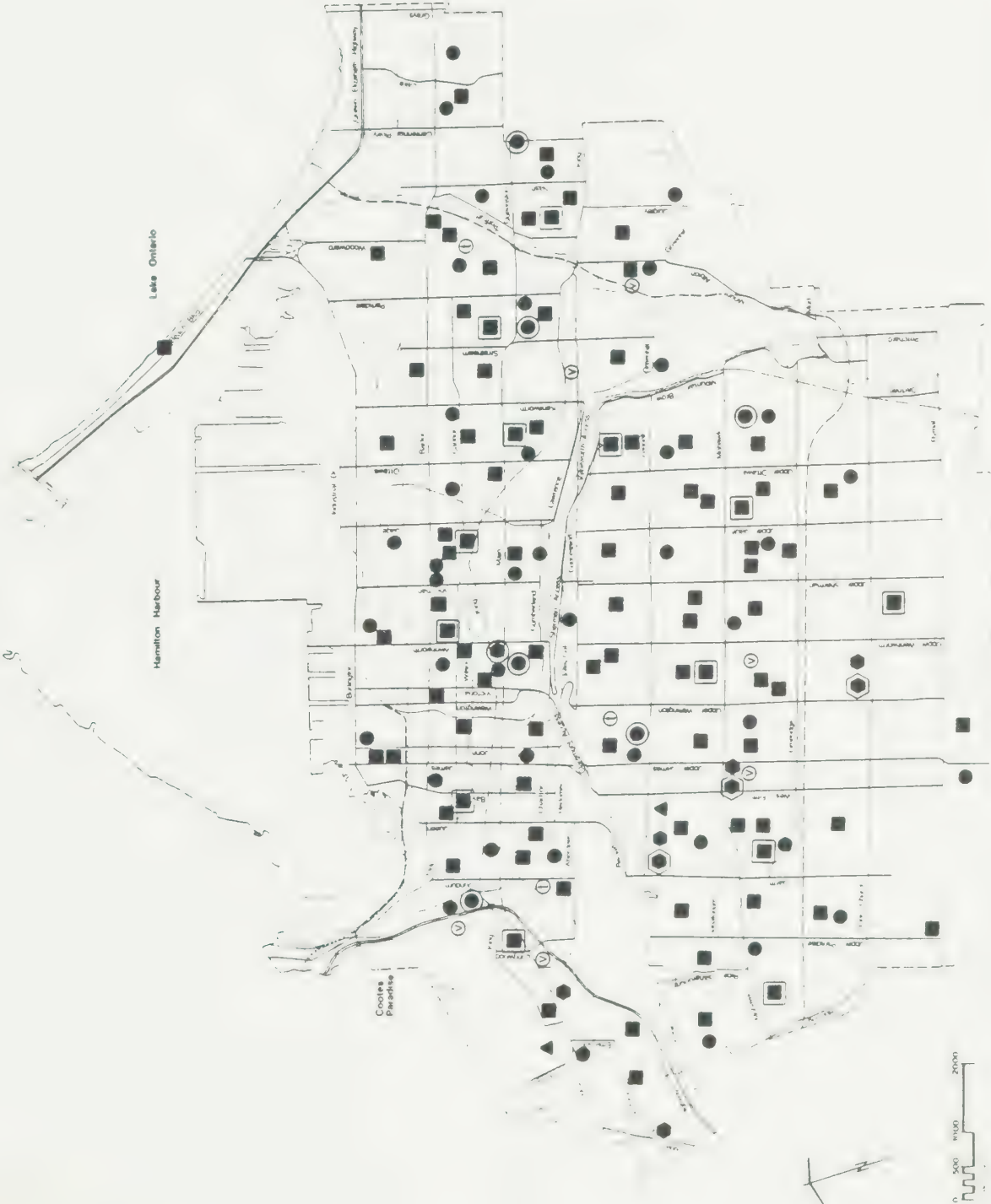
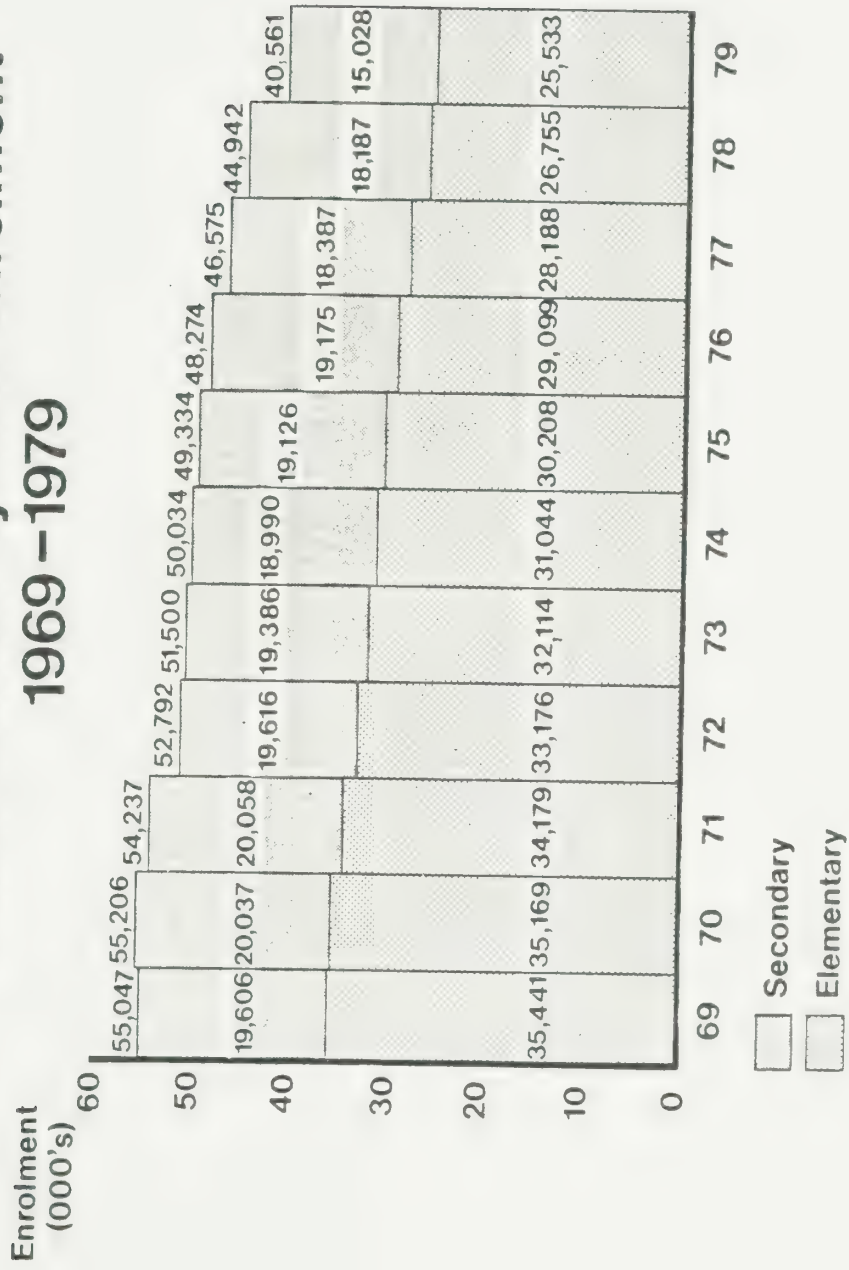


Figure 12

Public School System Enrolment 1969-1979



- Public School enrolment has declined by over 25 percent in the past decade. In 1979, secondary school enrolment, which has generally offset falling public school enrolment, has also declined. Both are a reflection of the Provincial trends;
- Many public schools are operating under capacity. The Board of Education has closed eight elementary schools since 1975 due to declining enrolment, and further closures are possible;
- The Separate School Board has not experienced substantial declining enrolment, nor have any separate schools been closed; and,
- Map #17 shows the location of schools in the City of Hamilton.

Libraries

- Library services are provided by the Hamilton Public Library, which effectively serves Hamilton residents with 10 branches and a variety of mobile services. The new central library to the north of Jackson Square will alleviate space deficiencies in the older Central Branch on Main Street.

Parks and Recreation

- Hamilton has approximately 516 hectares (1275 ac.) of parkland which translates into 1.66 hectares (1.4 ac.) per 1,000 population. In addition there are approximately 842 hectares (2080 ac.) of open space (RBG, HRCA, King's Forest, Red Hill, Mountain Face) which provides an additional 2.7 hectares (6.7 ac.) per 1,000 population.
- There is a deficiency of parks and open space in the older areas of the City,¹³ below the mountain, in and around the central area.
- The parkland hierarchy described in the new Official Plan, as summarized below, was established to facilitate the provision of adequate amounts of parkland throughout the City.

13. Based on standards identified in OPA 228 and OPA 327.

FIG. 13 PARKLAND HIERARCHY

Type	Function	Min. Size per 1000 population
Neighbourhood Park	Serves residents of a neighbourhood unit, within walking distance of an elementary school.	0.5 ha
Community Park	Serves the recreational needs of a group of neighbourhoods through the provision of indoor and outdoor facilities.	0.5 ha
City-Wide Park	Serves residents of the entire city and may include natural features or high level recreation facilities (e.g. golf courses).	1.9 ha
Regional Park	Special features having an attraction for people beyond the City of Hamilton (e.g. Bruce Trail).	N.A.

C.7 OTHER PLANNING ELEMENTS

C.7.1 HISTORICAL AND ARCHITECTURAL RESOURCES:

The preservation of historical and architectural buildings and districts helps revitalize, stabilize, and enhance the character of a community. The Ontario Heritage Act (1974) enables a municipality to protect these resources through the formation of a Local Architectural Conservation Advisory Committee (LACAC).

The Hamilton LACAC, consisting of 5 citizens appointed by Council, recommends to Council which properties should be designated historically or architecturally significant under the Act. Such a designation applies certain restrictions as to alteration or demolition of the property affected. As of 1979, 10 Hamilton properties were so designated. The Official Plan introduces a number of policies to recognize the continuing importance of preserving these valuable resources.

C.7.2 ENERGY CONSIDERATIONS:

In recent years, energy considerations have become an increasingly important concern which will have an impact on not only land use planning, but all aspects of the urban environment.

- The supply of energy is becoming less certain and reliable as Canada continues its dependency on foreign oil sources, and
- The cost of domestic and foreign energy is increasing rapidly which results in higher expenditures for transportation, home heating, and all consumer goods.

Among the many varied approaches to coping with the energy problem, conservation will be increasingly significant. The proper design of the urban environment is an important means of reducing energy consumption, which the new Official Plan addresses. Proper urban design measures include:

- Encouraging more compact land uses through higher densities and mixed-used development;
- Reducing the necessity of reliance on the private automobile by means of community designs which promote public transit and pedestrian accessibility;

- The proper orientation of buildings on their sites taking into account various climatic (sun, wind) factors to conserve energy;
- Encouraging the development of alternative sources of renewable energy; and,
- Promoting awareness of the energy problem and potential solutions.

Section D: Selected Background Study Reviews

D.1 OPEN SPACE OFFICIAL PLAN (O.P.A. 327):

BACKGROUND SUMMARY

Increased emphasis on leisure has made open space planning an essential and integral part of land use planning. The term Open Space has many different meanings that vary in function, form and spatial scale. Open space planning is essential if we are going to: enhance and provide recreational opportunities to satisfy the physical and spiritual needs of the urban citizen; create and re-introduce "breathing spaces" in densely settled urban areas; preserve natural amenities; to give direction and timing of community development; as well as to provide for the protection of hazard lands.

The need for comprehensive open space planning is necessary because of the ever accelerating demand for open space recreation as a result of population growth and change in population composition. This accelerating demand is also due to an increase of leisure time, income, mobility as well as technology. These trends tend to change the patterns of demand in our communities.

Open space whose spatial distribution determines the character and quality of the urban environment serves the following functions:

1. Enhancement and provision of recreational opportunities to satisfy the physical and spiritual needs of the population.
2. Creation or re-introduction of "breathing" spaces in densely settled urban areas.
3. Assistance in giving structure to urban form, in shaping the character, and direction of community development.
4. Conservation of soils, wetlands, beaches, ecologically unique physical features and other natural resources.
5. Protection of water supply, natural drainage systems, wildlife and flora.

Today, the increased importance of open space has been magnified by a number of phenomena: 1) urban growth is consuming significant acreages of former countryside 2) an accelerating demand for open space for outdoor recreation

as a result of a shorter work week and an increase in gasoline prices making automobile travel more prohibitive. These trends will stimulate a radical change in patterns and preferences in open space - recreational demands.

It is an essential attempt of this open space plan to strike a balance between dispersal and congestion; to create deliberately a hierarchical progression of open space, which will bring optimum conditions and a harmonious environment for the life of the present and future urban inhabitants.

Physiographical Features:

Hamilton occupies a unique position as the geographical apex of the Golden Horseshoe conurbation, which borders the western shoreline of Lake Ontario. The Niagara Escarpment, and the shorelines of Lake Ontario and Hamilton Bay are prominent natural elements that form the basic framework for the planning of an open space system internal to Hamilton.

- (1) Hamilton Bay, Burlington Beach and the seascape of Lake Ontario contrast with the townscape and afford opportunities for water-oriented recreational activities.
- (2) The Niagara Escarpment provides the City of Hamilton with a valuable natural asset. It provides the basis for hiking trails (Bruce Trail) and forms a continuous link between City-wide and Regional recreational nodes (conservation areas, wilderness parks). The Escarpment open space dominates the townscape of the City; gives the City a distinct character; and provides a pleasant transition between the older more congested lower city, and the newer, upper city. It is a natural amenity which provides breathing space in an otherwise densely settled urban area.
- (3) The unique natural scenery of Coote's Paradise, Dundurn Castle and the Red Hill Creek Ravine's open space system link the water, the lake-front recreational areas and the Escarpment open space.

Within the Golden Horseshoe Conurbation, the only urban community with such a combination of distinctive physiographical features, is the City of Hamilton. Thus, the people of Hamilton should seek the best possible return, and the means to make full use of all the natural environmental resources to enrich urban living in Hamilton.

The task is thus to articulate the increasing demands within the existing supply of natural resources in the sense of minimizing the occurrence of problems in the following areas: 1) Lakefront beaches, 2) Escarpment, and, 3) Standards.

Problems of the Lakefront Beaches:

1. Shoreline erosion and water pollution generated by domestic uses and industrial wastes have become two of the more serious problems faced by the City. They constitute a threat to future municipal water supply and minimize the opportunities for water-oriented recreation.
2. Inadequate recreational facilities on the waterfront is a major problem.
3. The lack of services to the older residential developments, along with less than desirable air and water quality are of some concern.

Problems of the Escarpment Open Space System:

1. There was a danger of subdivision development encroaching upon the escarpment owing to insufficient funds for the purchase of escarpment lands. With the establishment of the Niagara Escarpment Commission this trend has been restrained.
2. Less than adequate regulations and controls over development have resulted in a reduction of visual access to this amenity. New planning approaches presently adopted for urban development will rectify this problem.

Problems of the Open Space Standards:

Our existing open space standards as expressed in Official Plan Amendment No. 228, may be traced to the efforts of the National Playing Fields Association of England in 1925 and the National Recreation Committee of the United States in 1930. They were concerned with presenting a case for the need of open spaces. These standards were based on the subjective opinions of the members and not on factual data. Open space standards have long been the subject of much discussion and controversy, but unfortunately little revision. Standards are guidelines for the provision of facilities and as such, are affected by the cultural background, age and socio-economic status of the population and supply, which vary from place to place and year to year. It is inappropriate to adopt these standards without considering local conditions. Therefore, the task is to develop meaningful standards considering local conditions.

It is realized that there are problems with open space standards in general. Standards are static, while society is changing and they do not take into account different user groups, changing densities, and different land uses. Perhaps even more important, standards do not take into account economic feasibility, and if too specific, restrict choice and stifle innovativeness.

In the development of open space standards for this Official Plan Amendment, every effort was made to ensure that the standards would meet, or approximate as close as possible, the following desirable criteria:

- (A) Must provide sufficient space (Unit Area) within a reasonable distance (Service Radius) to all City dwellers.
- (B) Must be flexible, so as to incorporate the changing needs of a heterogeneous population; and thus relate to local conditions.
- (C) Must provide qualitative guidelines, as well as, quantitative.
- (D) Must provide a 'balance' between public and private, passive and active, developed and natural open space. This balance should be determined by the needs expressed by the urban dwellers in a local city-wide context.
- (E) Must be realistic and attainable, in the political and economic atmosphere.
- (F) Must reflect a wide range of open space types organized in a hierarchical classification.
- (G) Must be guidelines towards which the City should strive and not absolute.

Civic, Cultural, Recreational and Other Special Uses classification of land use has been the comprehensive classification utilized for the Hamilton planning area for open space definitions; for example, the 'Open Space Links' land use designation and 'Open Space Nodes' designation was introduced for the area delineated in Official Plan Amendment No. 276, and another definition of 'Open Space Nodes' was introduced in Official Plan Amendment No. 260, which is only applicable to the area delineated by that amendment.

Standards for open space and school sites were developed and approved in Official Plan Amendment No. 228 for the undeveloped area of the City, but were never developed and approved for the rest of the Hamilton planning area.

	Minimum Standards	
Neighbourhood	1.0	
Community	1.0	
District	1.1	
Citywide	3.5	
Accumulative Total	* 6.6	Acres/1000 Persons

The existing open space standards seem largely inadequate if compared to provincial guidelines and various North American City standards. Therefore, the first priority of the City should be to relate these quantifiable standards with such qualitative factors as, cultural background, age, socio-economic status of the population, density, etc., otherwise, they are antiquated before they are implemented.

*NOTE: These 'Open Space' standards have traditionally only referred to Parks and Playgrounds.

D.2 INDUSTRIAL OFFICIAL PLAN (OPA 334)

BACKGROUND SUMMARY

Why Industry

Industry has customarily been a major element of municipal growth. In communities across Canada, the desirability of growth is being re-examined, often with the revelation that traditional growth generating forces have either abated or been replaced by other elements within the economy.

Whether by the inherent physical limitations of Hamilton, changing market conditions or a shift to a service economy, industry is declining in terms of relative growth and as a percentage of the overall labour force.

Nonetheless it remains a mainstay of the local economy and, if directed by informed policy makers, may well be suited to greater growth in the next 10 or so years than many of the area municipalities with which it is in direct competition.

For although the service economy appears the forerunner of the post industrial society, it is largely a function of the population it serves, together with certain provincial policies, and is thus dependent on the growth of the population within the City's service area. As this area is well defined by virtue of its consistency over the years, its role as an agent for growth in the Hamilton economy will be qualified in proportion to the population growth this area undergoes.

Industrial activity on the other hand has an established market area beyond that of its service counterpart, one that grows in accordance with a much larger market, primarily Southern Ontario, but as far ranging as national or even international consignments. If the types of industry with the potential to locate or expand in the City of Hamilton serve this larger market area, and are not in existence to satisfy what is principally local demand, then the prospect of industrial expansion may well generate additional growth as a consequence of more than the initial local market.

As such, industry remains desirable in that it;

- Provides employment directly in manufacturing;
- Bolsters the local retail and services market through the wages and salaries paid to those directly employed in manufacturing;
- Furnishes additional support to the local economy through the purchases of materials and services necessary for the manufacturing process;

- Provides the basis for additional employment opportunities in local trade, service, construction, and supply establishments;
- Makes a more than proportionate return to the community in terms of real property taxation which permits:
 - a lightening of the tax burden on individual property owners; and
 - a more extensive range of community services than would otherwise be possible.

An Overview of the Hamilton Economy

Traditionally, the economic structure of the City of Hamilton has been dominated by the manufacturing sector which in 1961 employed 41.7% of the resident labour force. Recent years have witnessed a decline in the importance of manufacturing and an increase in that of the service sector. Consequently, in 1971, manufacturing accounted for 36.4% of the City's residential labour force while services, public administration and finance accounted for 31% up from 26%. (Based on census material)

Perhaps more significant than the proportion of total jobs are the proportion of new jobs. Residential manufacturing employment over the ten year period from 1961 to 1971 increased by only 3,300 for the City of Hamilton while the service sector experienced an increase of some 13,000, growing nearly four times faster than its counterpart.

The shift to the service sector is prevalent on a metropolitan, provincial and even national scale.

This decline in manufacturing is of further concern to Hamilton in that the City is faced with inherent physical limitations to accommodate the expansion of the industry that so characterizes the Bay Front. Much has been done, however, to facilitate the interests of light industry with the conception of the 725 acre East Mountain Industrial Park.

The manufacturing industries of the City market most of their products within Canada, particularly the Toronto-Hamilton area, and will most probably grow in accordance with this market.

Hamilton's economic base then, while still resting heavily on manufacturing, and notably the steel industries, is fast becoming more diversified. Hamilton will likely be dominated by a service economy by the next census, entering a new era of development.

Employment Trends for Hamilton 1951-1971

Total Employment for the resident labour force of Hamilton grew by 14.3% from 1951 - 1961, and by 23.1% from 1961 - 1971. Manufacturing employment in contrast declined by almost 12 percent during the 1951 - 1961 period, recovering sufficiently to register a gain of some 7% by 1971. Even so, as a percentage of the overall labour force, manufacturing declined for both periods, totalling a drop of 17.6%.

Table shows changes in the labour force by industrial division and sex between 1951 and 1971 (the latest available census year).

It is interesting to observe the patterns that develop among various types of industries. The locational requirements of certain industries are such that the entire regional hinterland serves as a potential site for a new facility. During this period for example, only 12 of the 35 metal fabricating establishments that commenced operations within the region did so within the City of Hamilton. The remainder located in Stoney Creek (11), Burlington (10) or elsewhere, suggesting that other area municipalities are in a position to provide the land, labour, and access (both to raw materials and markets) required. Others exhibit a strong correlation with the economic advantages associated with a concentrated and centralized location. Thus, 15 of the 23 Printing and Publishing Industries originating during 1966 - 1972 selected Hamilton as the site for their operation.

The shortage of industrial land in the lower City has resulted in the relocation of many firms. For those industries with alternative sites within the region, the problem has been surmountable. However, as illustrated by the dependency of some industries on an inner City location, provision must be made to accommodate their interests if we are to ensure the local labour force upon which they often rely with employment opportunities.

Industrial Planning and Land Development in Hamilton

Much of Hamilton's industrial planning and development is a product of historical forces which operated decades ago. Until the Official Plan for the City was approved in 1951, the Industrial Commissioner advised Council as to the interests of industry. The 1951 plan incorporated certain of the proposals in Faludi's 1947 Master Plan in designating additional lands for industries requiring access to harbour, rail and highway facilities, as well as land for particularly obnoxious operations.

For the most part these designations encompassed the remaining vacant Bayfront lands, Beasley neighbourhood and the residential enclaves north of Barton Street. The Ainslie Wood and Kirkendale industrial areas were initiated to better accommodate those plants dependent on rail. East Hamilton became popular as the Bay front lands became too congested or costly for all but the largest firms, and smaller, more specialized industries became oriented to the highway transport associated with the Queen Elizabeth Way.

At this demand for small affordable parcels of accessible land increased, it was apparent that the City's competitive position in this respect was declining. This prompted the development of some 725 acres of restricted industrial land in what is now the East Mountain Industrial Park. The area is presently served by a CNR line, and it is anticipated that it will be bordered on the north by the proposed Mountain Freeway and on the east by a major North-South arterial road.

Enclaves

The elimination of the residential enclaves north of Barton Street for industrial use was first proposed by E. G. Faludi in 1947. Amendment No. 260 to the Official Plan of the City of Hamilton re-affirmed the merit of this proposal in 1969 and established a priority system for their acquisition. In the ensuing years, however, little acquisition of the enclaves has occurred, as the cost of acquiring these small residential properties is high. Furthermore, two of the enclaves, Keith and McAnulty, have undergone secondary plans in recent years which re-designate much of these lands as residential, reflecting the existing land use.

Zoning

In light of our present knowledge of the characteristics and extent of various land uses, and viewing zoning as a means of segregating adverse and mutually incompatible uses rather than segregating progressively less intensive or more restrictive uses, zoning should be able to contribute much more than has been the case to the stability of land values.

Zoning was originally conceived to prevent the intrusion of objectionable uses, such as commercial and industrial into residential areas. With relatively few exceptions, however, there has been a failure to recognize the undesirable intrusion of residential development into business and industrial districts. There has been the tendency, encouraged by the "progressively less restrictive" theory, to use the industrial district as a residue or catch all.

What was often forgotten in this reasoning is the fact that in most urban areas, industry is the mainstay that creates the need for residence and business. One of the major factors contributing to the decentralization of industry to areas outside of the City limits has been its inability to continue to obtain sites free of existing development.

The theory that residential uses can be allowed to occupy potential industrial areas until such time as is needed, and that they will then be acquired by a public or private source for industry has proven largely invalid for the following reasons:

- 1) The costs of acquiring and clearing such properties is prohibitive.
- 2) A pattern of utilities and streets has been established which is seldom suitable to industrial uses, although this can be largely overcome with assembly.
- 3) Greater difficulties are encountered in land acquisition because of the multiplicity of ownerships and vested interests in homes.
- 4) Residential uses in industrial areas are the first to become blighted.

The net result of permitting residential development to locate in an industrial district is to set the stage for a more accentuated condition than would occur without zoning.

The reasonableness of excluding more restricted uses from industrial districts is not difficult to establish. The amount of land designated for industrial use should reflect the same assumptions as that for a residential or commercial district - existing use, plus estimated future demand. The validity of zoning for industry can then be assumed as being on par with that of other uses.

Industrial zoning has often been inadequate or improperly located. This, together with the intrusion of other, primarily residential uses and public resistance against further increases, has contributed to the decentralization of industry.

Existing Industrial Areas in Hamilton

The present spatial distribution of manufacturing areas in Hamilton is characterized by relatively large agglomerations of manufacturing uses bordering the Bay Front, along the Queen Elizabeth Highway east of Red Hill Creek, and adjacent to Highway 403 in West Hamilton. Smaller industrial enclaves, intermingled with other uses, are prevalent in the peripheral areas of the C.B.D., and along railway tracks in the Lower City. The East Mountain Industrial Park is the City's most recent acquisition for industrial purposes.

Description (see Map 9 in section C)

The Bay Front bounded by the main C.N.R. line, Wellington Street and Parkdale Avenue, is the major area of manufacturing in Hamilton. In 1971 over 60% of the total manufacturing employment and more than 70% of the gross manufacturing acreage was concentrated in a 4 square mile area.

This area is served by rail and water transport and will be further enhanced by the proposed industrial road.

Certain residential enclaves are being eliminated to advance the interests (primarily warehousing) of the principle industries and the infilling of water lots in Hamilton Harbour for the purposes of manufacturing has all but ceased. As a result the private market is gradually evolving the most economical use of this area.

East Hamilton together with the 1000 or so serviced acres of industrial land in Stoney Creek is favoured by both road and rail transportation and is experiencing significant growth.

Central City - In recent years the central City industrial area has experienced an absolute decline in manufacturing employment. Urban renewal activities, lack of space for expansion, functionally and physically obsolete buildings, and the attractiveness of suburban industrial sites are some of the factors that account for the downward shift of employment.

Barton Street - Manufacturing plants located between Barton Street and the C.N.R. tracks are generally grouped in homogeneous blocks separated by residential areas. This area is under review with indications of favouring a combination of industrial and residential development.

Chedoke - This manufacturing area is strongly defined and isolated from adjacent residential uses by the railway tracks, and Highway 403. With the exception of Westinghouse and Stelco, the industrial activities are marginal and engaged in space extensive activities - building supplies, warehousing, etc. The area's strategic location with respect to transportation facilities - freeway and rail - and the central City makes it an ideal location for prestige industries.

West Hamilton - This pocket of manufacturing activities consists primarily of light manufacturing establishments. Perimeter effects from the industries are generally not adverse.

East Mountain - This 725 acre industrial park reflects the change in philosophy towards restricted manufacturing areas sited in proximity to an efficient road and rail system. Furthermore, by including a business zoning category, it provides an attraction to those manufacturing interests for which an adjacent retail outlet is desirable. The latter is unique to Hamilton, a prerequisite to the establishment of today's viable industrial parks, and should serve as a lure for the park's initial development.

Locational Patterns

The private market follows the path of least resistance. For many years Hamilton's locational advantages provided the manufacturing sector with the prerequisites for the establishment and expansion of an array of industrial operations. As the City matured and the economics of manufacturing evolved varying locational requirements, this environment became steadily more restrictive. The shallow inlets of Hamilton Harbour that required a minimum of fill for their conversion to inexpensive industrial land gave way to costly reclamation projects as the Bayfront industrial sector displaced one-third of the original harbour. Limited available acreage resulted in land costs that proved to be too demanding for the single floor operations of present day plants. The need for immediate access to highway transportation accredited the suburbs as did the fact that an increasing portion of the necessary labour force was in close proximity.

As this occurred there is little evidence to suggest that counter-measures were taken to avert the exodus of many Hamilton based firms to locations outside of the City limits. The Towns of Burlington and Stoney Creek benefited considerably from this development. Council's approval of the East Mountain Industrial Park in December of 1971 ensured the presence of a similar alternative in the City's remaining undeveloped area not already committed for residential development.

The Bayfront

The relative decrease in the growth of manufacturing on the waterfront is product of several factors:

- i) The waterfront is undergoing a natural succession as the private market runs its course. That is to say that only uses which exhibit an operational need for a harbour location are finding it economical to remain or expand production at their existing site. This has already resulted in the relocation of several industries including Texaco, Ontario Hydro and Canadian Industries Limited. The latter vacancy furthered the evolution of perhaps type of industry most dependent on access to Hamilton Harbour when Dominion Foundries expanded onto the site.
- ii) The provision of reclaimed lands has not significantly affected this development as the resultant costs have been equally prohibitive to all but those immediately dependent on proximity to the harbour. Others, attracted by the reduced overhead afforded by land with a cheaper tax base, better rail and road facilities and the basic industrial services now provided elsewhere in the region are shifting their location. Land costs along the waterfront can be as high as \$500,000. per acre, while inland costs such as those encountered in the East Mountain Industrial park may be as low as \$32,500. - (1976) per acre for serviced land.

- iii) Public pressure and the perception that the waterfront should be used for public or recreational purposes have prompted planners and politicians to encourage the use of waterfront land for other than industrial purposes.

Although somewhat outdated, the 1969 Manufacturing Survey makes reference to factors which detract from a plant location in Hamilton and to other factors enhancing a location in the City.

Disadvantages of a Hamilton Location

	<u>Number of Plants*</u>	<u>Percent</u>
Taxes	6	11
Labour Costs	26	46
Distance from markets	8	14
No Room for Expansion	8	14
Transportation Facilities	8	14
Pollution, Noxious Effects	6	11
Dominance of Steel Industry	11	20
Pressure of Organized Labour	11	20

* 58 plants responded

Advantages of a Hamilton Location

	<u>Number of Plants*</u>	<u>Percent</u>
Proximity to markets	39	71
Proximity to materials	10	18
Transportation facilities	13	24
Labour - Productivity, Skills, Supply	14	25
Established here, services and Product known here	6	11

Future Economic Prospects for the City of Hamilton

The projections made for employment and land demand in the City of Hamilton extend to the year 1986. During this time, indications of a post-industrial society are expected to become more apparent.

The post-industrial society, as conceived by Kahn and others, will be characterized by a high per capita income; a high proportion of employment in the service sector, especially quaternary activities (services for their own sake, such as recreation, education, the arts, information services, and certain government services); and an increase in time available for certain leisure activities. Although manufacturing will remain a mainstay of the Hamilton economy, it will account for an increasingly smaller percent of total employment than it has in the past.

In terms of employment, the post-industrial society which is gradually evolving will be dominated by service related employment. A nominal decline in average hours of work per week and increasing leisure time may also be expected.

The marked decline in the birth rates of the early 1960's will be reflected in a much slower growth in the supply of labour in the years to 1985. The Economic Council forecasts the rapid decline in the number of persons entering the labour force, together with changes envisaged in other age groups during this period.

Employment Projections and Demand for Industrial Land to 1986

Industrial location decisions entail a comprehensive assessment of three broad categories of cost:

- 1) Input Costs: Labour, materials, municipal services, fuel, land, taxes
- 2) Transport Costs: the price of a composite input of services necessary to move labour, materials and products
- 3) Plant Economies: these are a set of relatively localized scale economies that may be internal to the plant, or external to the industry at a given location.

It is the free market that delimits the spectrum of realistic industrial location. Attempts to solicit industry must accept the following premises:

- 1) Competition for industrial location and expansion is intensifying.

- 2) Manufacturing interests must be re-assessed on functional merit rather than a historical basis.
- 3) Hamilton must concentrate its efforts on improving those internal factors which are of greatest significance to the types of industry that may potentially expand in this region.

The Canadian economy has been plagued by the fact that there are more workers than work. Unemployment is, however, subject to certain factors independent of the overall growth of jobs. They include:

Productivity -

Output per worker has risen considerably due to automation and various technological innovations. Economic Council projections, however, envisage a marked decline in this respect after 1980.

New Industries and job categories -

The shift to a service-oriented economy created a number of industries and professions. The economy is constantly evolving additional jobs of this nature and could provide additional positions in such fields as transportation, energy and recycling.

Participation in the labour force -

The participation rate, both male and female, determines the numbers of persons seeking employment.

Age structure -

The number of persons of working age (presently 16 - 65) is further related to the age composition of the population. The Cohort Survival Technique is commonly used to predict the potential labour force on this basis.

Immigration -

Immigration at whatever level (National, Regional, Municipal) traditionally concentrates prospective workers in large urban areas.

Regional Population -

The spatial distribution of the labour force by place of work and by place of residence determines the nuclei and commuter municipalities within the Region.

According to Barnard's forecasts, the City will experience a growth of some 25,000 additional people to 1986, versus a figure of 16,500 for the remainder of the Hamilton-Wentworth Region.

Of some consequence to any future manufacturing scenario is the role Hamilton plays as an employment centre for other communities. The City of Burlington accounts for greater than half of the 9,000 (net inflow) persons who commute to the City for a manufacturing job. Burlington's anticipated growth rate of 4 percent to 1986 has obvious implications to employment projections. The ratio of Burlington's commuting labour force is expected to decline as the town further develops its 3,000 acre reserve of industrial land. Nonetheless, it will remain as the major commuter municipality accounting for about 7,500 of the 12,000 net manufacturing migrants by 1986.

In view of the staging of services and recent sales records, it is anticipated that the East Mountain Industrial Park will, with the implementation of the policies outlined in this Official Plan, satisfy the City's demand for industrial land until 1986. After this date, it is believed that little or no appreciable industrial acreage will be available in the City of Hamilton.

However, the development pattern for the Region designates some 750 acres of prestige industrial land in the Township of Glanbrook immediately to the south of Hamilton's East, together with 1420 acres in Stoney Creek, 700 acres in Ancaster and 300 acres in Flamborough. This additional acreage is situated in proximity to the City's labour force and should provide sufficient employment opportunities for a growing residential labour pool.

D.3 RESIDENTIAL OFFICIAL PLAN (O.P.A. 339):
BACKGROUND SUMMARY

RESIDENTIAL SECTOR ANALYSIS:

As would be expected, the greater portion of land in the City of Hamilton is occupied by residential uses which are neither homogenous nor uniformly distributed. Rather, history, geography and a wide array of economic, cultural, industrial and administrative factors have combined to create a city with diverse patterns and pockets of residential development, each distinct from one another. The residential fabric of Hamilton is a dynamic element in the constantly changing character of the city, one which has great significance in the lives of all residents. In dealing with the challenge of planning for the residential use of land, it is critical that some examination of the various residential components be carried out as a background to the development of sound, practical policies.

The residential areas of Hamilton can be categorized or grouped in any number of ways, but in order to avoid the confusion of a myriad of comparisons, correlations and interrelationships between these residential "sections", a simplistic approach might be pursued. In other words, the city could readily be broken down into three sectors for analytic purposes: those areas which are presently undeveloped to any extent, those areas which are essentially completely developed and are, in a sense, stable, and those areas which are in a state of "transition". This latter group includes those areas which are undergoing some degree of redevelopment to higher densities as well as those areas which the planning process has identified as being at various stages of their initial development for residential use.

Delineation of the Residential Sectors:

The residential "sectors" identified for further analysis are:

- i) Undeveloped
- ii) Stable
- iii) Transitional - Developing
- Redeveloping

These sectors were then spatially delineated on the following basis:

- i) Undeveloped - includes those areas which:
 - (a) are not covered by approved or proposed neighbourhood plans;
 - (b) are essentially undeveloped for residential or other urban uses;
 - (c) have a Stage 2 or 3 designation in O.P.A. 228;
 - (d) for all intents and purposes will remain in their present state under current planning provisions.
- ii) Stable - includes those areas which:
 - (a) are essentially completely developed for residential use, and
 - (b) for which planning provisions indicate neither an increase nor decrease in net residential density.
- iii) Transitional - Includes those areas where a change in net residential density is planned. This category is further subdivided into two distinct sub-sectors.

residential sectors for analysis

legend

-  residential
-  stable
-  transitional residential
-  transitional residential

map 18
to the appendix
of the official plan
for
the city of hamilton



- 1) Developing : These areas are presently undeveloped areas for which approved or proposed neighbourhood plans indicate an increase in net residential density.
- 2) Redeveloping: These are presently developed areas for which approved or proposed neighbourhood plans indicate a change in residential density. These include redesignations of existing residential areas to a higher residential density as well as other areas to non-residential uses, thus resulting in a decrease in density. The difference will determine the net change for each "redeveloping" area.

Undeveloped Sector :

The undeveloped sector consists of approximately 1570 acres of land in the southwest corner of the city, comprising roughly 9 neighbourhoods. The area extends basically from the city boundaries on the south and west sides north to Stone Church Road and east to Upper Wellington Street. Additional areas include Jerome and the western portion of Chappel West **neighbourhoods**. This section is roughly 4 miles from the downtown core.

This portion of the city consists of glaciolacustrine deposits of sands, silts and clays of varying depths underlaid by a limestone plain. The topography rises gently from the northeast to the wouthwest, cresting at approximately 770 feet above sea level with contours descending gradually from here toward the southwest. This crest separates the Red Hill Creek watershed in the northwest from the Tiffany and Twenty Mile Creek watersheds to the southwest, thereby affecting the feasibility or providing gravity flow services to this area.

Land use in this sector is predominantly agricultural with some open space uses. Residential development, most of which dates from 1940 to 1957, consists generally of single family dwellings, thinly scattered on large lots along major roads at densities of less than 5 units per acre. Jerome neighbourhood contains the only public school in this sector, situated on Upper James Street. Most neighbourhoods immediately to the north contain schools serving the area. Commercial facilities are minimal, restricted essentially to the Upper James corridor.

The 1975 population amounted to only 930 persons, or roughly 0.3% of the city's population. Population levels have fluctuated only slightly in recent years, with development occurring on individual scattered lots rather than in subdivision form.

Amendment No. 228 to the Official Plan for Hamilton currently covers this portion of the city. Under the amendment, development is to be staged to reflect the phased construction and extension of municipal sewerage and water service to promote orderly, economically efficient urban growth. Only the upper portion of Jerome Neighbourhood falls under the Stage I priority. The balance of this sector, as far west as the previously mentioned height of land running through Sheldon and Kennedy East Neighbourhoods, is identified as Stage II. The remaining area to the west was given a stage III priority, because of the difficulty and costs involved in servicing, as well as the lengthy delay anticipated before demand for the development of this area materializes. No time frame is assumed for this staging as there are too many variables and unknowns to accurately predict when each will be complete, but other areas currently covered by neighbourhood plans appear to be satisfying demands, and it is not felt that this sector will be required to accommodate substantial development until after 1990. In this sense it is anticipated the undeveloped sector will remain as such, relatively stable and with limited services capacity and development.

Stable Sector:

There are five sub-sectors of the Stable Sector: (1) West Hamilton (area west of Chedoke Valley), (2) Mountain, (3) Lower City (area below the escarpment from Gage Avenue to Red Hill Creek, north to Barton Street), (4) Central Fringe (between Chedoke Valley and Gage Avenue, below the escarpment) and (5) Hamilton East (area east of Red Hill Creek).

(a) West Hamilton Stable Sub-Sector

This sub-sector includes the area west of the Chedoke Valley including Westdale N. & S., Ainslie Wood, Ainslie Wood N., E., and W. Neighbourhoods. Residential development is mostly pre-1957. The initial development occurred closest to the city, across the Chedoke Valley from 1915 - 1939. Further development beyond the existing occurred from 1940 - 1957 and from 1958 - 1969 a certain amount of residential infill occurred, mainly in Ainslie Wood and Ainslie Wood West Neighbourhoods. There has been little development since 1970, apartments excepted. Apartments are concentrated along Main Street West.

Although the area is predominantly residential, a T.H. & B. railway line passes through immediately south of Baxter Street and Glenmount Avenue. There is a small industrial pocket south of Main, East of Rifle Range Road.

(b) Mountain Stable Sub-Sector

This sub-sector includes lands of Mountview, Westcliffe East and West, Mohawk, Southam, Centremount, Inch Park, Eastmount, Raleigh, Sunninghill, Sherwood, Huntington, Hampton Heights, Mcassa, Burkholme, Hill Park, Balfour, Bonnington, Buchanan, Fessendon, Gilbert, Rolston, Yeoville, Greenington, Bruleville, Thorner, Lawfield, Berrisfield, Lisgar, Quinndale, Gourley, Gilkson, Falkirk East, Kennedy East and Allison Neighbourhoods. Within this sub-sector was 97.5% of the mountain's 1975 population.

The earliest substantial development was concentrated along the mountain brow in the north ends of Inch Park, Eastmount and Raleigh neighbourhoods, occurring during the period 1901 - 1914, with a spine extending down East 24th and East 25th Streets. This area still contains some of the fine, substantial homes constructed during this period.

The area along, or in close proximity to Concession Street, today remains as a sort of commercial focus with significant mixed use development as well as apartment development and conversions. The remainder of the area is predominantly single and two family.

Development during the period 1915 - 1939 occurred generally adjacent to the above, stretching along the escarpment on either side or just behind the above, stretching along North-South streets.

Centremount neighbourhood was essentially completely developed during this period, and indeed, mixed use development began to stretch along Upper Wellington Street.

Residential use is predominantly single family, although the north end of Raleigh Neighbourhood above Concession was substantially developed with apartment buildings.

From 1940 to 1957, much more expansive, predominantly single family development occurred in an arc around the above; the next stage in the succession of residential development stretching southward from the escarpment. Indeed, this stage almost completely developed lands bounded by the escarpment, West 5th Street and Mohawk Road. This also represents the period when development first broke away from a homogenous concentrated pattern. Fragmented, irregular and random development common during the post-war years and the fifties throughout North America, began to stretch along major roads, predominantly toward the south.

Some pockets of subdivision-type development occurred along West 5th, in Kennedy East and Albion Neighbourhoods, as well as in portions of the Westcliffe East and West Neighbourhoods.

From 1958 to 1969, development again occurred in a rather homogenous band surrounding and infilling the previous stage. The area north of Mohawk to the escarpment was essentially fully developed during this period, as were major portions of the row of neighbourhoods immediately south of Mohawk.

The period from 1968 to 1976 marks the era of neighbourhood planning. Much of the development occurred as infill adjacent to older existing development, generally north of Mohawk Road.

Substantial development occurred in other separate distinct parcels as well:

- (a) In Gilkson and Gourley Neighbourhoods on either side of Garth Street.
- (b) The Northeast corner of Fessenden and Quinndale Neighbourhood.

From 1970 to 1976 the rapid appearance of sizeable townhouse development, especially in the newer areas below Mohawk Road.

(c) Lower City Stable Sub-Sector

This sub-Sector includes lands below the escarpment, east of Gage Avenue and west of the Red Hill Creek, including all or portions of Crown Point East and West, Delta East and West, Homeside, Bartonville, Rosedale, Glenview East and West, Normanhurst, McQuesten East and West and Parkview East and West Neighbourhoods.

This sub-sector displays the classic pattern of urban expansion outward from the central core. Initial development passed Gage Avenue, proceeding essentially along either side of Barton St., during the period 1901 - 1914. From 1915 - 1939 development filled in almost all the land as far east as Kenilworth Avenue, although development passed Kenilworth, filling in the block

bounded by Strathearne, Main and the C.N.R. tracks. By 1957 almost all of the remaining land as far east as the Red Hill Creek Valley had been developed. The resulting concentric bands of development are readily apparent on the maps. Very little development has occurred since 1969.

(d) Central Fringe Stable Sub-Sector

This sub-sector consists of all or portions of the 15 neighbourhoods below the escarpment between Gage Avenue and the Chedoke Valley (excluding Durand and Chedoke Park as well as the industrial areas). Fragmented by the transitional redevelopment sector, it consists of 1,139.9 acres. If only the 13 neighbourhoods affected by the transitional sector are considered, the Central Fringe Sub-Sector consists of 80% of both residential acreage and population. Close to 30,000 dwelling units housing 71,500 people are contained within this sector.

The Central Fringe sub-sector contains a wide variety of housing types in a range of densities, some of which are the highest in the City. It also contains some of the oldest development in Hamilton as well as a great deal of non-residential uses. The location of the core area, the proximity of many industrial operations, high traffic volumes and daytime populations, substantial mixed use development, etc., all combine to create special problems for residents and residential uses in this part of the City, even though its basically stable. Congestion, noise, "crowding", crime, lack of open space, deterioration, encroachment, impermanence, etc., are all indicative problems unique to older residential areas in proximity to a core area. For the purposes of preparing the residential plan, this sub-sector shall be considered as consisting of all blocks or part blocks in residential use for which no change in residential density is provided for in the neighbourhood plans.

(e) Hamilton East Stable Sub-Sector

This sub-sector includes lands east of the Red Hill Creek, including portions or all of Red Hill, Vincent, Gershome, Corman, Greenford, Kently and Riverdale East and West Neighbourhoods. This area has developed since 1940. From 1940 to 1957, residential development was scattered in relatively small pockets, especially along the valley, the largest one located in the western portion of Corman Neighbourhood. From 1958 to 1969 development continued generally along north-south roads on either side of Queenston Road. To a lesser extent, ribbon development occurred along Mount Albion and Quigley Roads.

Substantial infilling has occurred above King Street from 1970 to 1976. During this period, below King, substantial development occurred in Red Hill, Vincent and Gershome Neighbourhoods.

Transitional Developing Sub-Sector :

This sector consists of all or portions of neighbourhoods in various states of low intensity development for which approved neighbourhood plans indicate an increase in net residential density. Twenty-eight neighbourhoods are involved including 20 above the escarpment (south of Mohawk Road).

In all, just under 1260 acres (net) are identifiable as in this sector, (or approximately 26.2% of the total net acreage of the neighbourhoods involved) and can be considered as "developing" under neighbourhood plans. The plans accommodate an additional 58,551 persons and 17,701 dwelling units, both of which will about double the 1975 total for those neighbourhoods. This population increase is roughly 7.0 times greater than that projected for the entire city by 1981. If a longer time frame is used, this figure is 3.8 times greater than the increase projected to 1987, 2.7 time the increase projected to 1991, and indeed 1.7 times the increase to 2001.

The developing sector will ultimately contain a mixture of housing types. Approximately 2/3 of the net area of this sector, or 811 acres, is planned to accommodate single and double units. With densities of slightly below 8 units per net acre (upna) and 3.8 persons per unit (ppu) 24,475 people (41.8% of the total increase in this sector) will be housed in 6,460 dwelling units (or 36.5% of all new housing in this sector). As is readily evident, this is the predominant housing form planned for the developing sector.

At approximately 16 upna and 3.5 ppu, attached units rank second, with 20.5% of the net acreage (258 acres) and 23.3% of the total dwelling units (4,117 units) housing 24.7% of the potential population increase (14,485 persons).

By comparison "low" density apartment units in actuality have an even higher density than attached, or 31.5 upna. Thus, while it ranks third in acreage involved (136.1 acres or 10.8%), the high density results in the accommodation of the second highest number of units (4,291 or 24.2%). Also, while average ppu for this is only 3.0, 12,795 people can be accommodated (21.9%) which is very close to the number accommodated by attached housing units.

Medium density units, averaging about 53 upna, have a ppu of only 2.4. Of the total acreage, 4.2% or 52.5 net acres fall within this category. Sixteen percent of all units (or 2,775) is thus expected to house 6,659 persons (11.4% of the total). The final category, the "mixed" commercial/apartment group amounts to only 1.2 acres in Falkirk East neighbourhood, accommodating 139 persons in 58 units at a density of only 46.8 upna and 2.4 ppu.

Transitional Redeveloping Sub-Sector :

Concentrated mainly in the central area of the City this sector contains some of the oldest development in Hamilton. In recent years a great deal of redevelopment has occurred in this sector as the result of numerous forces, and the abundance of new highrise apartment buildings as well as the Jackson Square development attest to the dramatic changes occurring in the downtown area.

The plans prepared for the neighbourhoods in this area have recognized the implications of this trend such as the continuation of demand for accommodation in proximity to the downtown and the need to achieve efficiency with respect to the distribution and density pattern of residential development. A number of areas are thus designated in the plans for higher density development, most on a block by block or part-block basis. In some cases it is planned that existing residential development will be replaced by non-residential uses.

In the interest of clarity this sector appears as a solid continuous mass on Map 18 (Sectors) when in reality it is composed of a mixture of blocks where residential densities will change, and blocks where no change is anticipated. (This latter group can be considered as comprising, with the addition of Kirkendall South and Stipeley neighbourhoods, the Central Fringe Stable Sub-Sector). The delineation on Map 18 of the Transitional Redeveloping Sector is intended to display only the extent of blocks within the redeveloping category in the Central Area.

The transitional redeveloping sub-sector consists of 185.04 acres of land currently used for residential purposes. A total of 15,013 persons in 7,683 dwelling units are affected, with an additional 553 units vacant. On a persons per unit basis, this sector (at 1.95 ppu) is well below the 2.7 ppu of the remaining area of the 13 neighbourhoods involved. Similarly, residential density is substantially higher for this sector, at 44.51 units per net acre, than for the remainder at only 28.18 unit per net acre.

TABLE D.3.1
DOWNTOWN TRANSITIONAL REDEVELOPING SUB-SECTOR

	TOTAL RESIDENTIAL ACREAGE (NET)	POPULATION	OCCUPIED DWELLING UNITS	TOTAL DWELLING UNITS	PPU*	U.P.N.A. **
	(A)	(B)	(C)	(D)	(E)	(F)
1975	1,091.90	75,836	30,555	33,793	2.5	30.9
Less*** Area removed from Residential Use	20.18	1,455	473	527	3.1	26.1
Less*** Residential Area Affected by New Plan Designation	164.86	13,568	7,210	7,709	1.9	46.8
Add**** Total Area of New Plan Designations	286.55	60,871	28,534 "	31,782	1.9	118.3
TOTAL (Net)	1,175.41	121,694	51,406	57,339	2.4	48.8
Change from 1975 Number	83.51	45,858	20,851	23,546	-4.0%	57.6%
Percent	7.6%	60.5%	68.2%	69.7%		

* Persons per Unit (E=B/C)
 *** Total Units per Net Acre (F=D/A)
 ***** Both rows involve those areas in which existing residential uses are planned to be removed
 ***** This row is per secondary plans (i.e. new development accommodated therein)
 " Individual 1975 Vacancy Rates applied to each Neighbourhood in calculating this total

Assuming complete implementation of existing neighbourhood plans, the transitional sector will be substantially altered by some point in the future. Of the 185.04 acres in 1975 only 164.86 acres will remain in residential use. An additional 103.69 acres will be brought into residential use, bringing the ultimate total to 268.55 acres. This amounts to a net increase of 83.51 acres, or 45% over the original total.

This change is relatively minor by comparison to the changes in population and dwelling units anticipated. Population will increase 60.5% over 1975 levels to 121,694 persons, of which roughly half stems from the provisions of the neighbourhood plans. The number of dwelling units will increase an even greater 69.7% to 57,339. Anticipated ppu's under the plans range from 1.7 to 3.5 averaging 1.9. This is quite close to the existing average for those areas directly affected by the plans of 1.95 ppu. In all neighbourhoods except Durand it is likely that overall ppu's will have dropped after implementation of the plans.

The most significant change will occur with respect to residential density. The 1975 density for the neighbourhoods involved was 30.9 units per net acre (upna). The existing density of the areas directly affected by the neighbourhood plans is substantially higher at 44.51 upna, although this will ultimately rise to 118.3 upna under the plans. The net effect will be an overall increase of 57.93% in the density of the neighbourhoods involved coupled with relatively minor additional land requirements.

When compared to the City as a whole, a number of interesting facts emerge. Where the city and Lower City had vacancy rates of 5.6% and 6.7% respectively in 1975, the transitional redeveloping sector had an overall rate of 6.7% also. (Those areas removed from residential use under the plans had a rate of 10.24% while those areas where density is planned to increase had a rate of only 6.5%. The former ranged from 0% in Durand, for example, to highs of 16.1% (Landsdale) 18.2% (North End West) and 21.1% (Corktown). The latter ranged from 0% in Blakeley

to 18.2% (North End West) 19.9% (Beasley) and 20.7% (Central). With respect to density, the affected neighbourhoods averaged 30.9 upna in 1975 as mentioned above, as opposed to only 12.0 upna for the entire City. Household size is generally smaller than for the whole City averaging only 2.5 ppu versus 2.9 ppu.

Tables D.32 and D.33 examine various dwelling unit characteristics. Apartments dominate the transitional redeveloping sector at 63.5% of all units in 1975, accounting for fully 1/6th of all apartments in the City. On the other end of the scale singles and doubles account for only 18.4% of all units in this sector as opposed to 60.5% for the City. As discussed earlier, higher density development dominates the plans for this sector, accounting for 31,245 units. Singles, doubles, attached and low density units account for only 1.69% of planned units.

TABLE D.3.2

RESIDENTIAL SITUATION 1975

	Acreage	Population Occupied		Total	% of		
			D.U.	D.U.	Total	PPU	U.P.N.A
<u>City:</u>							
Singles/Doubles	8,235.6	218,560	66,281	68,809	60.5	3.3	8.4
Attached	453.3	23,638	8,056	8,889	7.8	2.9	19.6
Apartments	442.4	56,545	29,520	31,675	27.8	1.9	71.6
Other	15,595.4	11,852	3,509	4,383	3.9	2.7	
<u>Lower City:</u>							
Singles/Doubles	3,756.3	132,053	41,767	43,671	55.0	3.2	11.6
Attached	267.9	17,607	6,326	7,076	8.9	2.8	26.4
Apartments	326.5	43,233	22,948	24,928	31.4	1.9	76.3
Other	8,473.9	9,888	3,022	3,764	4.7	2.6	
<u>Transitional Redeveloping Sub-Sector:</u>							
Singles/Doubles	74.02	4,397	1,386	1,517	18.4	3.13	20.5
Attached	25.82	1,917	857	994	12.1	2.0	43.3
Apartments	47.35	7,561	5,016	5,231	63.5	1.4	110.5
Other	36.38	1,188	424	494	6.0		

TABLE D.3.3

PLANNED RESIDENTIAL DEVELOPMENT IN
TRANSITIONAL REDEVELOPING NEIGHBOURHOODS

	<u>ACRES</u>		<u>UNITS</u>		<u>POPULATION</u>	
	No.	%	No.	%	No.	%
Singles/Doubles	6.61	2.50	98	.31	373	
Attached	5.30	1.80	102	.32	325	
Low Density	5.79	2.20	337	1.06	808	1
Medium Density	113.40	42.20	10,847	34.10	22,953	37
High Density	47.19	17.60	7,332	23.00	13,448	22
Commercial/Apartments	<u>90.26</u>	<u>33.60</u>	<u>13,066</u>	<u>41.10</u>	<u>22,964</u>	<u>37</u>
TOTAL	268.55	100.00	31,782	100.00	60,871	100

Summary - Residential Sector Analysis:

Table D.3.4 displays what might be called the existing plan scenario, taken from a base year of 1975. As discussed in the previous sector analysis, it is not to be expected that either the Stable or Undeveloped sectors will experience any significant development or population change (aside from natural demographic fluctuations). Only the transitional sector will experience "planned" change.

In this regard there will be a slight 5.4% increase in the amount of residential acreage in Hamilton, assuming of course, full implementation of existing neighbourhood plans. It is anticipated that development will occur, however, at higher densities generally than in the past, as an increase of 38.4% in population, amounting to 119,422 persons, can be accommodated.

Different population growth rates will determine the "life" of the planned supply of residential land. For example, a growth rate of 3.0% will use up the existing planned supply in only 13 years (Table 5). Enough land is presently designated residential in secondary plans or for an increase in density to satisfy demand to the turn of the century at an annual growth rate of approximately 1.7%. However, a rate somewhere below 1.0% annually is more realistic and a consistent rate of .7% means no new residential designations would be required until after 2030; .4% until 2070. Indeed, over 3.6 times as many new people as will likely live in Hamilton by 2001 can be accommodated on the basis of existing plans alone.

These figures are intended to be illustrative only and should not be taken as definite indication. However, it is safe to assume that an over-supply exists of land designated for various densities of residential use over the short term. The magnitude, or the duration for that matter, of this over-supply will be affected by changing demographic trends, housing preferences, and economic conditions, as well as by changes to, or only partial implementation of, existing plans.

TABLE D.3.4

SUMMARYPLANNED RESIDENTIAL CHANGE FOR THE CITY OF HAMILTON

	<u>RESIDENTIAL ACREAGE</u>	<u>POPULATION</u>	<u>OCCUPIED DWELLING UNITS</u>	<u>DWELLING UNITS</u>	<u>P.P.U.**</u>	<u>U.P.N.A.***</u>
1975 City Total	24,726.70*	310,595	107,348	113,751	2.9	
Less Areas where existing development will be removed	185.04	15,013	7,683	8,236	1.95	44.51
Add Planned Development	1,527.35	119,422	45,704****	49,483	2.6	32.4
TOTAL	26,069.01 (5.4%)	430,017 (38.4%)	145,369 (+35.4%)	154,998 (36.3%)	2.96	*****

* 15,595 of these acres are in a mixed use category. Therefore, U.P.N.A. cannot be reliably calculated.
 ** Persons Per Unit.
 *** Units Per Net Acre
 **** A 3% vacancy rate assumed for the Transitional Developing component.
 ***** Cannot be calculated due to (*) above.

REVIEW OF CURRENT TRENDS :

Population :

The population growth rate of Hamilton has been dropping in recent years. From 1951 to 1968 growth averaged 2.5% per year. From 1967 to 1976 it dropped to .8% annually. However, from 1971 to 1976 it has been averaging only .59% per year. This is largely explained by a declining fertility rate (0.22 in 1965; .015 in 1974), a drop in net migration and a stabilizing mortality rate. In its most recent housing analysis prepared for the Province, Peter Barnard Associates does not feel that conditions which would increase this growth rate will likely be experienced over the next decade, and it is possible growth will continue in this regard at or below the .7% originally forecast.

From 1986, various factors will likely act to reduce population growth even further. A continued low birth rate, coupled with the probable increase in the mortality rate as a greater percentage of the population enters the 65 + age category, will mean an increasing proportion of Ontario's population growth will be derived from immigration. However, it would appear that in absolute terms even immigration might be on the decline. Recent Federal initiatives in this regard indicate a tapering off of immigration, much of which historically could be destined for Ontario. Many of those who do enter the country, as well as an increasing portion of inter-regional migration, will likely be absorbed by the western provinces, significantly Alberta, as these could continue to offer more attractive living conditions. Suffice it to say, that these factors coupled with the Province's Toronto Centred Region and Lake Erie development proposals, will likely gradually reduce the annual population growth rate of Hamilton, and .4% per annum by 1986 does not appear to be an excessively low

figure at this time.

Housing Requirements:

The impact of this population trend on overall housing requirements will be manifested through a number of changing related demographic factors.

Provincially, the number of marriages, significantly in the under-30 age group, continues to increase, thus stimulating the rate of household formation, and hence, housing requirements. However, the impacts of this high rate might be expected to level off as the wave of the "baby boom" generation passes through this age group. The birth rate will likely remain close to its current low level, although the number of births will increase in absolute terms as does the number of women in the child-bearing category. The impact of the above is that a higher rate of "young" family formation will increase the demand for traditionally "young" family accommodation: apartments. As the family matures, however, it should, as in the past, seek out lower density family housing. This shift in demand will likely occur over 10 years as the "baby boom" wave passes on. (The "echo" or children of this boom, will likely not exert new housing demands until the late 1990's.)

Non-family households are a unique element of the housing market. Traditionally, as with young families, they tend to demand rental apartment accommodation. A great many factors will act to both stimulate and dampen the demand of this group of households.

On the negative side, net migration will likely diminish somewhat over the next decade, removing some demands of the "non-family" sector, while also cutting back on doubling of households, and the inflationary situation will likely discourage any increase in the rate of undoubling.

A drop in the number of persons in the prime non-family household formation category, that is the 15 to 24 age group, is to be expected over the next 10 years due to the maturing of the baby-boom (and the declining birth rate since 1961) as well as the increase in the marriage rate being experienced. As mentioned earlier, a surge in this group will not likely be experienced again

until the mid-to late 1990's.

A number of factors are operating, however to stimulate the formation and housing requirement of the non-family household sector. The increasingly serious energy situation and the inflationary spiral which is raising the price of all consumer goods are likely to maintain a relatively high rate of non-family household formation as individuals attempt to combine and utilize their mutual resources more effectively. This should be true especially for the 65+ age group which will likely be increasing in number over the next decade. The rate of growth of this sector will be modified downward, however, by a relative increase in the death rate for this group. Finally, the provincial divorce rate continues to climb (concurrently with the marriage rate), and with the continued pressures of modern urban life, this rate should remain high, further encouraging a sustained rate of formation of non-family households.

Unit Requirements by Type:

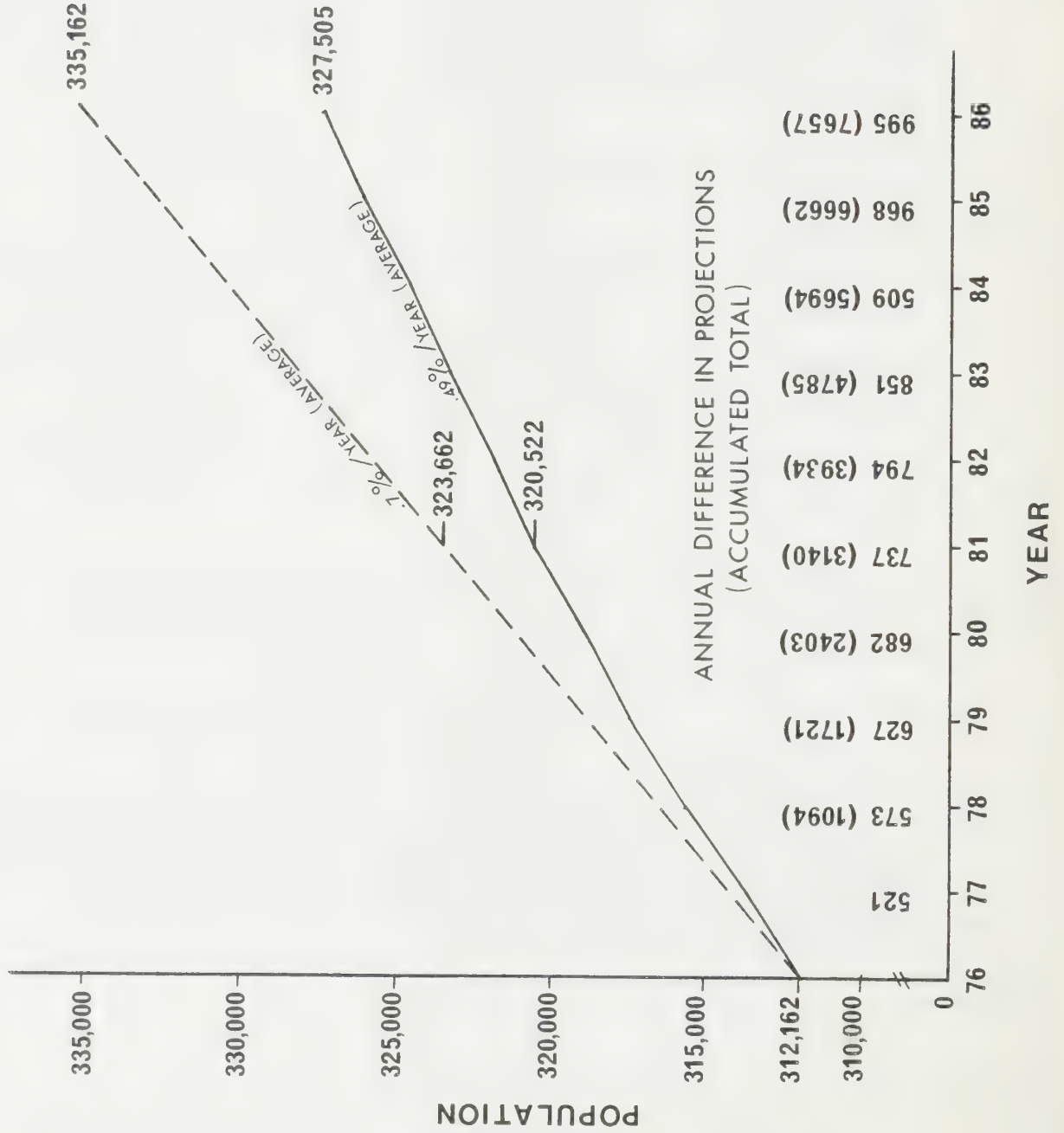
Table 1 is an attempt to translate these trends into a projection of population growth and the housing required to accommodate these increases. From Figure 1, the annual population increments which appear in Column B have been derived. The declining growth rate is based:

- a) on a continuation of the declining rate experienced in recent years, and
- b) a gradual drop toward the .4% annually predicted by the consultants which, as stated earlier, is not an unlikely value by 1986.

Thus, while population growth averaged .59% from 1971 to 1976, for the purposes of this projection, it was assumed to drop from .57% in 1976 toward .4% by 1986. As a result, population growth averaged 766 persons per year behind Barnard's original projection. Column C displays the average persons per household gradually dropping from 2.87% in 1976 (2.9 in 1975) to the projected 2.6 by 1986.

POPULATION PROJECTIONS

--- BARNARD
 --- PLANNING and
 DEVELOPMENT
 DEPT.



	BARNARD (REVISED)	P. & D. DEPT.
1991	341,500	334,030
1996	348,300	340,530
2001	355,400	347,030

YEAR	POPULATION	ANNUAL * INCREMENT	AVERAGE PPU**	ANNUAL NEW HOUSING REQUIRED***	UNIT SPLIT			POPULATION ACCOMMODATED			TOTAL		AVERAGE PPU*****
					APT. # %	ROW/SEMI # %	SINGLE # %	APT. # X PPU = TOTAL	ROW/SEMI # X PPU = TOTAL	SINGLE # X PPU = TOTAL	UNITS	POPULATION	
(1975)	310,595	1,567	(2.9)	2,037	943 46.3	536 26.3	558 27.4	916 X 2.00 = 1,832	520 X 3.85 = 2,003	542 X 3.40 = 1,843	1,978	5,678	2.87
1976	312,162	1,779	2.87	2,054	943 45.9	561 27.3	550 26.8	915 X 1.95 = 1,784	544 X 3.84 = 2,089	534 X 3.36 = 1,794	1,993	5,667	2.84
1977	313,941	1,727	2.84	2,074	946 45.6	579 27.9	550 26.5	918 X 1.90 = 1,744	562 X 3.83 = 2,152	534 X 3.32 = 1,773	2,014	5,669	2.81
1978	315,668	1,673	2.81	2,095	951 45.4	595 28.4	549 26.2	923 X 1.85 = 1,708	578 X 3.82 = 2,208	533 X 3.28 = 1,748	2,034	5,664	2.78
1979	317,341	1,618	2.78	2,116	956 45.2	612 28.9	548 25.9	928 X 1.80 = 1,670	594 X 3.81 = 2,263	532 X 3.24 = 1,724	2,054	5,657	2.75
1980	318,959	1,563	2.75	2,136	961 45.0	628 29.4	547 25.6	933 X 1.75 = 1,633	609 X 3.80 = 2,314	531 X 3.20 = 1,699	2,073	5,646	2.72
1981	320,522	1,506	2.72	2,158	967 44.8	645 29.9	546 25.3	939 X 1.70 = 1,596	626 X 3.79 = 2,373	530 X 3.16 = 1,675	2,095	5,644	2.69
1982	322,028	1,449	2.69	2,179	972 44.6	662 30.4	545 25.0	944 X 1.65 = 1,558	643 X 3.78 = 2,431	529 X 3.12 = 1,650	2,116	5,639	2.66
1983	323,477	1,391	2.66	1,707	760 44.5	526 30.8	422 24.7	737 X 1.60 = 1,179	510 X 3.77 = 1,923	409 X 3.08 = 1,260	1,657	4,362	2.63
1984	324,868	1,332	2.63	1,217	538 44.2	382 31.4	297 24.4	522 X 1.55 = 809	371 X 3.76 = 1,395	288 X 3.04 = 876	1,182	3,080	2.61
1985	326,200	1,305	2.61	721	317 44.0	231 32.0	173 24.0	308 X 1.50 = 462	224 X 3.75 = 840	168 X 3.00 = 504	701	1,806	2.60
1986	327,505	1,300	2.60										
(1987****)	328,805	1,300	(2.60)										
(n)	(A)	(B)	(C)	(D)	(E)			(F)			(G)	(H)	(I)

- * $A_n + B_n = A_{n+1}$
- ** Persons Per Unit
- *** $D_n = [(A_{n+1} + C_n + 1) - (A_n + C_n) + q] \times r$
- **** Population Increase after 1986 estimated to be 1,300 per annum
- ***** $I_n = H_n + G_n$, where $G_n = D_n + r$ ($I = C$)

TABLE D.3.5
HAMILTON NEW UNIT REQUIREMENT TO 1986, BY TYPE

The consultants assumed an annual number of demolitions of 215 units. In this projection that estimate is assumed to be slightly high since economic conditions and government reactions will likely encourage rehabilitation rather than demolition of some of these units. Therefore, a slightly lower figure of 200 demolitions per annum has been assumed. A 3% vacancy rate has also been accommodated.

An estimate of the total number of new units required annually can thus be derived using the equation:

$$D_n = \left[(A_{n+1} \div C_{n+1}) - (A_n \div C_n) + q \right] \times r$$

Where:

- D_n is the annual requirement of new units in year n
- A_n is the population in year n
- C_n is the average persons per (occupied) unit, in year n
- q is 200 demolitions
- r is the vacancy factor equal to 1.03, (the reciprocal of 97% occupied units)

All letters (with the exception of q and r) refer to the corresponding columns in Table D.3.5.

It is readily apparent from column D that this revised housing requirement projection is well below that forecast by Peter Barnard Associates. For example, where they forecast an increase of 2600 units per year to 1981 (regardless of occupancy), under this projection the requirement averages 2085 per year; roughly 20% lower. Similarly, from 1981 to 1986 the requirement averages 44% lower, at 1686 units per year versus the 3000 originally forecast by the consultants (although it should be noted that the decline in the latter portion of this period is attributable to the gradual stabilizing of the ppu (column c) at 2.6 by 1986).

From here an estimate can be made of the number of units required in each category. The consultant original split of 64% apartments, 11% rows and semis, and 25% single family units appears, on the basis of recent trends and provincial estimates, to be quite unrealistic.

The figures presented for apartments in Column E are indicative of a downward trend in apartment construction in Hamilton, and it is expected that as a proportion of the annual increment of all units, apartments will drop from 46% in 1976 to 44% by 1986. In this regard the actual number will average 955 units per year to 1983, dropping to a third of that by 1986 (317 units). Similarly single family units are likely to remain a popular housing mode, averaging about one-quarter of all demands. However, the increasing costs of acquiring and maintaining a single unit will likely dampen demand from 27% of all new units in 1976 to only 24% in 1986. The trend is thus slightly downward, not upward, as the consultants most recently suggest. It is expected that rows and semis will become an increasingly attractive and affordable alternative to both apartments and singles, absorbing the diverted demand. In this regard, this sector will, as a percentage of all units, increase from 26% to 32% by 1986.

In determining the population accommodated by this increase in housing stock, only "occupied" units can feasibly be considered. To determine the number of such units (column G); the r factor is simply removed from the D calculation using:

$$G_n = D_n \div r, \text{ or similarly,} \\ = (A_{n+1} \div C_{n+1}) - (A_n \div C) \& q$$

The same unit split percentages used in column E can then be applied to the corresponding values in column G yielding the numbers of units in each category in any year (column F). These values may then be applied against the respective ppu to determine the population accommodated. In each case the ppu is gradually dropping toward the overall 2.6 mentioned earlier by 1986. Apartments will experience a drop from 2 to 1.5 ppu; rows and semis, 3.85 to 3.75, and singles, 3.4 to 3.0. The slight decline in the row and semis category is attributed to the expectation that it will accommodate an increasing number family units that are no longer utilizing single or apartment accommodation. Column I is simply a check that the population

accommodated on the basis of the assumed unit split is consistent with the projected average persons per household.

PLANNING IMPLICATIONS :

Obviously, the bulk of development implied by this projection will be directed to the developing (and ultimately the undeveloped) areas on the mountain. These areas are, of course, the cheapest to develop, do not necessitate numerous land assemblies, require little demolition, etc.

Current provincial programs will likely continue to subsidize, and stimulate demand for, new low density family housing in these areas, although they will likely do little to reduce housing costs or improve quality. The emphasis is also on new housing and little or nothing exists to stimulate rehabilitation which yields low priced recycled housing, or which subsidizes the purchase of resale housing. This emphasis is overwhelmingly directing demand to the new areas which will be called upon to accommodate most of the single, row and semi detached dwelling units over the short term.

Nonetheless, it is quite probable that a shift of policy is already underway. Recently the Province and the Federal Government combined in a program to stimulate rental unit construction, and it is likely that more energy-efficient housing forms will benefit from housing policies incentives and subsidies. In essence, the shift will likely be from singles, and rows and semis, to rows and semis, apartments and more compact single unit layouts. It is also likely that much of this will occur through the redevelopment of existing areas.

Apartments by their nature are, and should remain, best suited to those areas in close proximity, or having adequate accessibility, to the central area, or major nodes. Construction on the south mountain will likely be discouraged, and redevelopment should increasingly be the instrument for high density construction. An implosion is unlikely but central densities should increase somewhat.

NIP funded rehabilitation is only underway in three central area neighbourhoods while private rehabilitation is underway as well to a certain degree. Public requests for increased assistance, especially that which results in a low cost end product, has stimulated additional action in this regard from government funding bodies, and could lower demolitions and reduce the dislocation of lower income families to cheap new housing on the urban fringes. Concurrent with this process is, and should continue to be, a growing interest in central area revitalization (of which residential and mixed uses are essential components).

Various policies currently applicable to residential land use are discussed in detail elsewhere. Generally, they deal only with permissible uses within the designation and to a lesser extent various rezoning, amenity and density considerations. As mentioned there is essentially no comprehensive residential policy nor a defined means for its implementation. However, the City does now have a detailed housing policy, adopted in October of 1976. This fact in itself is indicative of a necessary awareness with respect to providing adequate supplies of appropriate housing. The policy does, recommend housing targets based on Barnard's original estimates, although it is unlikely that the market, given the trends discussed herein, would achieve the oversupply implied by these targets, and that policy would appear unrealistic at this point in time.

D.4 HARBOUR AREA OFFICIAL PLAN (O.P.A.318):

BACKGROUND SUMMARY

RATIONALE OF LAND USE DESIGNATIONS

The Harbour Area Official Plan (Official Plan Amendment 318) recognizes that its acceptance by the community at large was dependent upon its accommodating those land uses which exhibit an operational need for a harbour location and serve the interests of that community.

Prior to Council adoption of O.P. 318, there had not been an Official Plan amendment of major consequence adopted since 1974 when the Minister approved O.P. 276 for the Residential Enclaves North of Barton Street. The most recently approved amendment concerning the waterfront area per se dates to 1965, and introduced the Civic, Cultural, Recreational and Other Special Uses classification that was adopted as part of four designations related to the North End Urban Redevelopment O.P. 200. Since that time O.P. amendments 275, 278 and 281 had been reconsidered and had not been approved by the Ministry of Housing.

The Harbour Area Plan placed emphasis on providing the optimum land use designations within the context of the overall harbour. Trade-offs resulted in the most beneficial pattern of land use.

TRANSPORTATION & MARINE TRANSPORTATION

The Harbour Area Plan designated certain areas for Transportation and Marine Transportation purposes. Piers 15 to 24 inclusive, although remaining transportation oriented, assume the industrial designation of the areas they serve.

A - Piers 25, 26 and 27

This area has been the subject of controversy for several years. Proposed land use designations have included Port/Industrial/Transport; Transitional; Recreation, Civic and Cultural; and Open Water. The latter was recommended in the Halton-Wentworth Waterfront Study and envisaged removing the existing landfill by excavation and dredging to another approved reclamation site. The logistics and economics of an operation of this nature and scale, together with certain other factors mentioned, render this alternative as unacceptable.

B - Piers 25 and 26

It is proposed that piers 25 and 26 be made available for Marine Transportation purposes, and that this use be made compatible with adjacent Beach Strip development by requiring effective buffering.

Basis

- i) This will adequately meet the 50% increase in total tonnage projected by the Hamilton Harbour Commissioners for 1990.
- ii) Significantly reduces the congestion of heavy truck traffic which occurs on the roadways around the present facilities and both the City Centre and adjacent residential areas.
- iii) Provides a more efficient break of bulk point for the Hamilton area by virtue of its proximity to: Q.E.W. access and the main line of the C.N.R.; industrial land in Stoney Creek; 700 acres of the same on the east mountain, and a more desirable truck route to the nearby industries.
- iv) Utilizes seaway draft not otherwise available at many other piers.
- v) Preserves the existing shoreline and hence area of the harbour.
- vi) Ensures that Hamilton Harbour remains a competitive port by providing an ongoing area in the process of development to adapt to future changes in vessels and cargo handling techniques.
- vii) Reduces the need for a costly outer harbour port at the scale envisaged in the conceptual Design and Construction report, and eliminates the need for 100 acres of "possible future port expansion" as outlined in the Halton-Wentworth Waterfront Study. This plan cannot support the latter concept as it serves to provide comparatively limited frontage for berthing in an area already characterized by congestion. As well, it is questionable that the study would advocate removing the already available land adjacent to the Q.E.W. only to necessitate a further 100 acres of reclamation.
- viii) Channels commercial shipping movements into that area of the harbour which is least used for pleasure boating and thus lessens conflicts between the two activities.
- ix) Represents the interest of a major sector of the community, increasing the chances of the plan's being approved in its entirety, thus reaping the overall benefits accrued by a comprehensive document.

C - Pier 27

This pier has been suggested by some as a possible pleasure craft marina. In assessing this area for this purpose one should be aware of several points.

- i) The area contained by berms currently holds several million gallons of sludgy material removed from Hamilton Harbour when it was dredged to increase the draught adjacent to the steel industries.
- ii) The material has been placed here subject to the construction of a 2 - 3 million dollar berm by the Hamilton Harbour Commissioners. This was necessary as the Ministry of the Environment has ruled against the dumping of such matter into open water.
- iii) The fill is so viscous that it cannot be built up above the water line. Consequently, the area requires additional solid fill to be trucked in as topping before it can be fully reclaimed.
- iv) For the purposes of contributing to the harbour's air-water interface and flushing action, this area has effectively been reclaimed since the berm was established. Any attempt to re-establish the area as a functioning part of the harbour would require partial removal of the existing berm, and dredging. This would expose the harbour to the septic sediments contained within the berms, indirectly violating the regulations set down by the Ministry of the Environment. As well, re-dredging would require disposing of the material in other than open water. As the nature of the fill per se is substandard for adequate land fill it may require further berming procedures.
- v) The area in question is characterized by unfavourable aesthetic conditions (poor water quality, high air pollution readings, and proximity to heavy industry.)
- vi) It is not popular as a sailing area as evidenced by week-end sailing patterns and this would most probably render the area an equally doubtful location for mooring facilities.
- vii) Lack of back-up space for related functions such as parking, launching, storage, and repairs is another questionable factor.

Piers 25, 26 and 27 are presently separated from the Beach Strip by the Q.E.W. If the transportation corridor along the bay side of the Beach Strip as envisaged by the Ministry of Transport and Communications materializes, this area will become further dis-associated. The transportation corridor stresses landscaping and buffering techniques and should complement those of this transportation area. As well, research by the Metropolitan Toronto Conservation Authority indicates that pedestrian flyovers or underpasses of the scale necessary to connect this area with the Beach Strip are more often than not, avoided by their intended users. This observation, together with the areas proximity to some of the harbour's lesser aesthetic conditions discounts this location's priority for open space and recreational development.

It is therefore proposed that Piers 25 to 27 in their entirety be utilized for Marine Transportation purposes to accommodate the continued growth of Hamilton Harbour as a major North American port facility.

D - Windemere Basin

While in past years the Windemere Basin has acted to stabilize effluent from the Regional Sewage Treatment Plant, the current effectiveness of this function is now in doubt. Appropriate courses of action for the protection of harbour water quality, possibly ranging from the dredging of the Basin to the construction of a tertiary treatment facility, have as yet not been fully investigated. For this reason, it has been proposed that the Basin be identified in the Official Plan as the subject of special study to better determine its best long term use and those actions required to achieve that best use. It is intended the City act to initiate this special study in co-operation with such agencies as the Regional Laboratories, the Ministry of the Environment, the Hamilton Harbour Commissioners and the Hamilton Region Conservation Authority as well as the Steel Company of Canada, which owns a water lot comprising much of the Basin.

INDUSTRY

THE SHIFT TO SERVICES

Traditionally, the employment structure of the City of Hamilton has been dominated by the manufacturing sector, however, recent years have witnessed a decline in the importance of manufacturing, and an increase in that of the service sector. Consequently, in 1971, manufacturing accounted for 36.4% of the labour force in the city, while services, public administration and finance accounted for 31%, up from 26% in 1961.

Perhaps more significant than the proportion of total jobs, are the proportion of new jobs. Manufacturing employment over the ten year period from 1961 to 1971 increased by only 8,000 for Metropolitan Hamilton, while the service sector experienced an increase of some 18,500, growing three and one half times faster than its counterpart.

Hamilton's economic base, while still resting heavily on manufacturing, and notably the steel industries, is fast becoming more diversified. Hamilton will most probably be dominated by a service economy by the next census, and thus enter a new era of development.

The shift to the service sector is prevalent on a metropolitan, provincial and even national scale. Figure 14 depicts the expansive nature of this phenomenon in the Hamilton and Toronto Metropolitan areas.

The relative decrease in the growth of manufacturing on the waterfront is the product of several factors:

- i) the waterfront is undergoing a natural succession as the private market runs its course. That is to say, that only uses which exhibit an operational need for a harbour location are finding it economical to remain, or expand production at their existing site. This has already resulted in the relocation of several industries, including Texaco, Ontario Hydro and Canadian Industries Limited. The latter vacancy furthered the evolution of perhaps the industry most dependent on access to Hamilton Harbour when Dominion Foundries expanded onto the site.

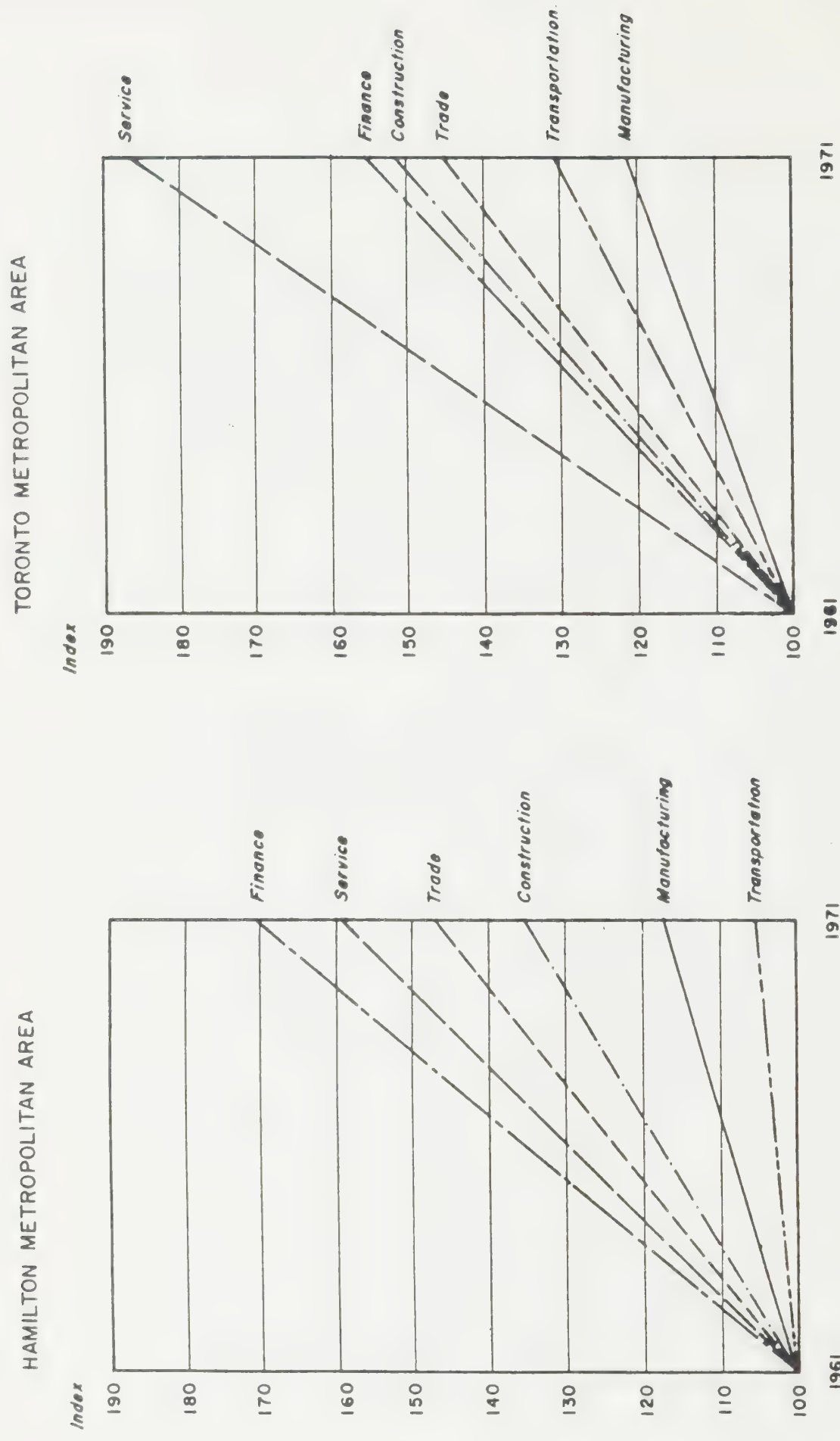


Figure D.4.1 *
Employment Indices by Economic Sectors (1961 = 100)

Source: Census of Canada.

* Percentage increase in the number of persons employed in each of the economic sectors between 1961 - 1971.

- ii) The provision of reclaimed lands has not significantly affected this development as the resultant costs have been equally prohibitive to all but those immediately dependent on proximity to the harbour. Others, attracted by the reduced overhead afforded by land with a cheaper tax base, better rail and road facilities and the basic industrial services now provided elsewhere in the region are shifting their location. Land costs along the waterfront can be as high as \$500,000 per acre, while inland costs such as those encountered in the East Mountain Industrial park may be as low as \$32,000 - \$35,000 (1975) per acre for serviced land.
- iii) Public pressure and the perception that the waterfront should be used for public, or recreational purposes have prompted planners and politicians to review the use of waterfront land for other than industrial purposes.

There are presently indications that these costs and constraints have precluded any further spatial expansion of the City's two major steel companies on their present sites. Both Dominion Foundries and the Steel Company of Canada have purchased large acreages on Lake Erie and while plans for the Dofasco complex at Port Burwell are at an early stage, the plans for Stelco's Nanticoke site are well advanced and company officials anticipate that the first steel will be produced at Nanticoke sometime in 1980.

This is not to suggest that the manufacturing interests of Hamilton will have less than a major economic influence, or cease expansion. Stelco foresees a 10% increase in production at the Hamilton (Hilton Works) site, while Dofasco envisages doubling its output on lands currently owned by the company.

Increases in production and hence the labour force, will evolve as a result of greater utilization of the existing land area, rather than, the past policy of increasing industrial acreage by reclamation.

The acreage available for industrial and restricted industrial development will increase, however, as those residential enclaves which lack sufficient amenities to warrant their continuation in industrial areas are phased out. These additional lands should help to accommodate the twofold increase in the demand for warehousing that has been forecasted by Hedlin, Menzies and Associates in their Economic, Industrial and Demographic Research Report.

Figure 4.2 is a diagrammatic representation of the employment growth pattern expected for Hamilton over the next 15 years. Those responsible for municipal and regional development should be cognizant of the factors surrounding the relative easing of harbour oriented manufacturing growth.

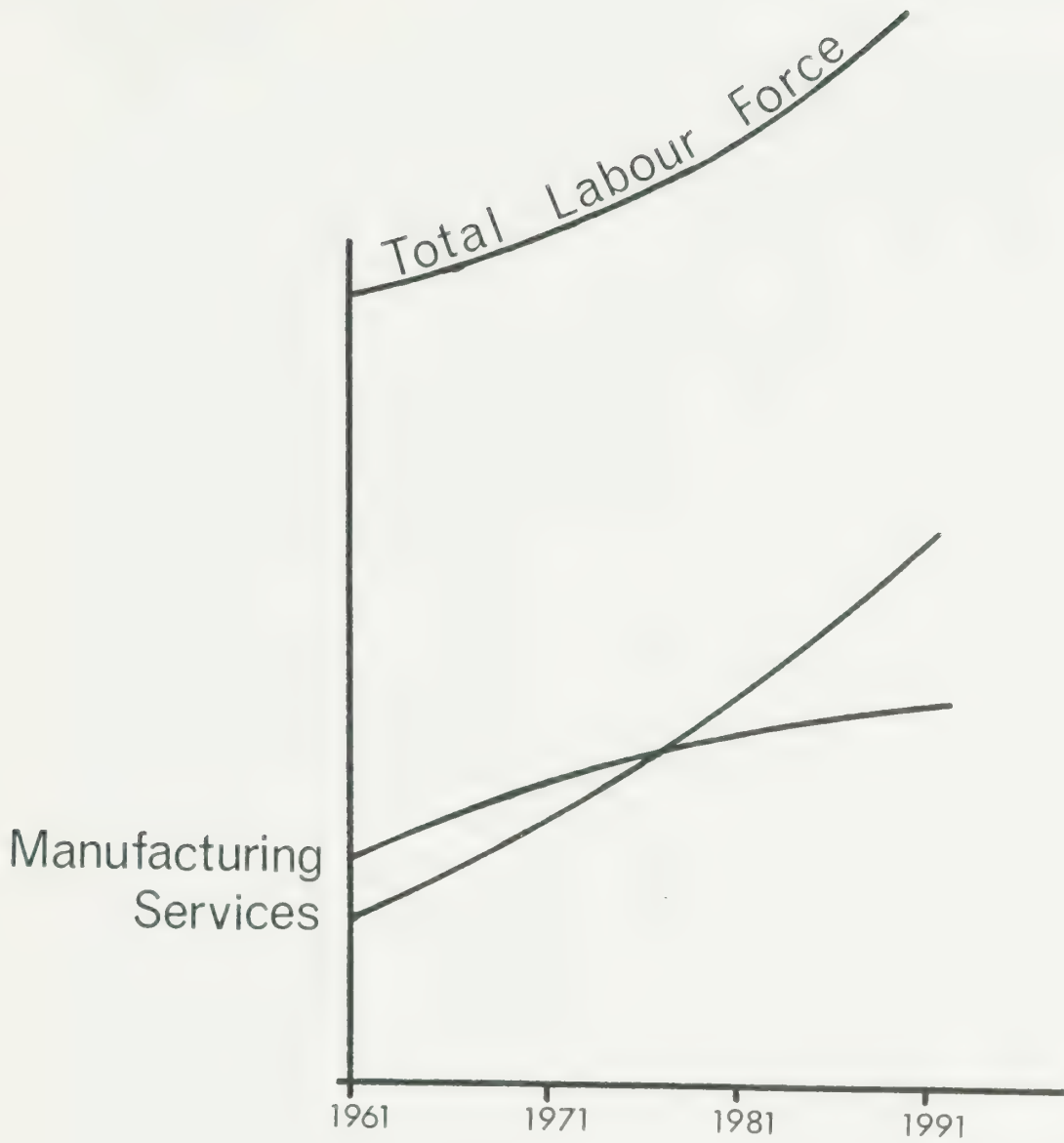


Figure D.4.2

RESIDENTIAL

THE NORTH END

The North End is one of the oldest neighbourhoods in the City of Hamilton, and as such has an established residential character. Its 6,500 residents currently have access to 18 acres of parkland excluding school playgrounds and should benefit immensely by their proximity to the proposed open space and recreational development to the west. Educational facilities, both public and separate are centrally located and amply endowed with playground acreage. The Bennetto Community Centre complements the facilities found at Eastwood Park and serves as an accessible social and recreational focal point. Rehabilitation has replaced urban renewal as the main agent for upgrading unsound housing, and it appears that the North End is coping with outside pressures.

PARKVIEW

Parkview, with some 3,000 residents in the east end of the City, remains as the sole other residential area north of the C.N.R. mainline with sufficient population to support municipal services. Amenities include 9 acres of Park and Recreation lands and a 2.6 acre linear open space link. The public school is relatively centrally located and adjacent to a 4 acre park. This neighbourhood is bordered by arterial roads, but is characterized by quiet residential streets. Despite its proximity to primary industry, it is favoured by prevailing winds, resulting in air pollution readings comparable to housing areas further removed from the Bayfront.

Of considerable significance, is the power of rejuvenation which is much in evidence in this neighbourhood. Recently, older ailing residences have been purchased for the purpose of acquiring lots upon which to erect new homes. The result of this natural succession is a neighbourhood in which only valuable real estate predominates. Many of the older homes are well kept and likely to remain so for some years. When in time they decline to a state of dis-repair, the demand for housing in this area is such that the price of replacement is conducive to the construction of a new home on the site.

The existing neighbourhood plan recognizes the viability of this area and incorporates a 10' perimeter planting strip together with a 6' visual screen between Industrial and Residential use as a protective measure. For these reasons the Halton-Wentworth Waterfront Study proposal that Park-view be designated for industrial purposes in its entirety is considered to be both unrealistic and unacceptable.

One of the most notable characteristics of Hamilton Harbour is the overwhelming lack of public access. This can partially be explained by the presence of what amounts to one of the most industrialized areas in the nation. As well, there are certain topographical features such as the High Level bar in the western end of the harbour, which act as a further restriction.

This shortcoming evolved, largely uncontested, during the expansionist industrial era that served as a catalyst for Hamilton's initial growth. One third of the harbour has been reclaimed, primarily for this end. Many, including the Provincial Government (which has ruled against further reclamation) believe that this community resource has sufficiently advanced the interests of industry and has reached its carrying capacity for this purpose.

The harbour is increasingly being viewed as a valuable open space and recreational resource. The dilemma arises in providing public access to this resource. Accordingly, it is imperative that, where feasible, activities be attracted to the harbour which would facilitate and promote public use of the waterfront.

Consequently, it is recommended that the City of Hamilton adopt the Open Space/Recreation & Institutional designation proposed for the western harbour and initiate a program to expedite its development as a major recreation area. The western harbour is best suited for this purpose by virtue of its comparatively higher air and water quality. Another noteworthy characteristic of the North End Open Space concept is that it faces the most picturesque shoreline of Hamilton Harbour, and is visually screened from the industries.

Marina Site

The number of pleasure boats in Hamilton Harbour climbed by about 30 percent in 1975 according to the Vice Commodore of the Royal Hamilton Yacht Club, "and it is conceivable that there could be a similar increase in 1976." The same influences continue to contribute to the explosion in sailing; the high cost of northern cottage property, congested weekend highways, rising fuel costs, increased leisure time and larger amounts of disposable income.

Training programs are further evidence that the interest in sailing will continue.

Provision should be made for additional marina facilities in this area, with an emphasis on phasing the supply of new berths in such a manner as to enable monitoring the harbour's carrying capacity for this popular pastime.

THE HISTORICAL DEVELOPMENT OF HAMILTON HARBOUR

A) "Go Where You May"

There is no more beautiful spot, and it needs only a brief absence from it to properly appreciate its many natural advantages on returning home."

Those were the words of Alderman Eastwood in describing the Hamilton Harbour of 1904. The description may well have applied equally to Macassa or Ouilqueton as it was known to the original Indian inhabitants. Renamed Lake Geneva and later Burlington Bay by the area's white settlers, these natural advantages became increasingly significant as Hamilton entered into competition for port related activities. Originally, Dundas vied for honours as the major head of the lake port when it initiated construction of the Desjardins Canal in 1826. By 1845, mismanagement and the inability to successfully increase the draught required by larger vessels left Hamilton in a position to capitalize on an irregular shoreline which gave many miles of waterfront access. This development, together with the widening of the Beach Canal in 1850, did for Hamilton what was expected for Dundas.

B) From Crude Canoes To Lake Freighters

Early port development consisted mainly of the wharfs and warehouses needed to accommodate the schooners and later steam powered vessels of the day. The industries served by this shipping link thrived, and eventually sought and received permission to reclaim additional land for the purpose of upgrading docking facilities. Hamilton subsequently proceeded to establish itself as a major lake port.

C) Summer Resort and Winter Playground

Throughout the transition from buckskin to bustling port, references are made to the harbour's role in recreation. Of interest is the fact that one of the earliest reclamations of consequence (some 40 acres, promoted incidentally by Alderman Eastwood in the same year he so aptly portrayed the harbour of days gone by), was justified both in view of the manufacturing interests of the city and "so that the citizens who lived near the bay would be greatly benefited by the creation there of a recreation ground."

From its inception in 1912, the Hamilton Harbour Commissioners "stressed the important fact that the uses of the harbour are industrial and recreation, and these two outstanding features, which of course, go hand in hand afford every scope for all kinds of development." The year 1935 witnessed the Harbour Commissioners announce an ambitious plan to develop the harbour to one of the busiest on the Great Lakes from both an Industrial and Recreation Aspect. At this time, it seems that these two uses were viewed as having equal claim to the harbour's resources.

D) Harbour Filling

New industry and employment followed an ever-changing harbour headline and by mid-1947, Hamilton had observed the "cleaning up of a poor harbour front area into the present day industrial and shipping centre."

FIGURE D.4.3

WATER AREAS OF HAMILTON
HARBOUR
(Acres)

		<u>Reclaimed</u>	
		<u>%</u>	<u>% Total</u>
Approximate area in 1800	7,884		
Loss of water area 1800 to 1917	983	12.5	12.5
Area 1917	6,901		
Loss of water area 1917 to 1972	1,404	17.8	30.3
Area 1972	5,496		
Possible loss of water area 1972 to 2001 if filled to 1971 harbour headline	1,287	16.3	46.6
Area 2001	4,210		

FIGURE D.4.4

VOLUMES OF WATER IN
HAMILTON HARBOUR
(Million cu. yds.)

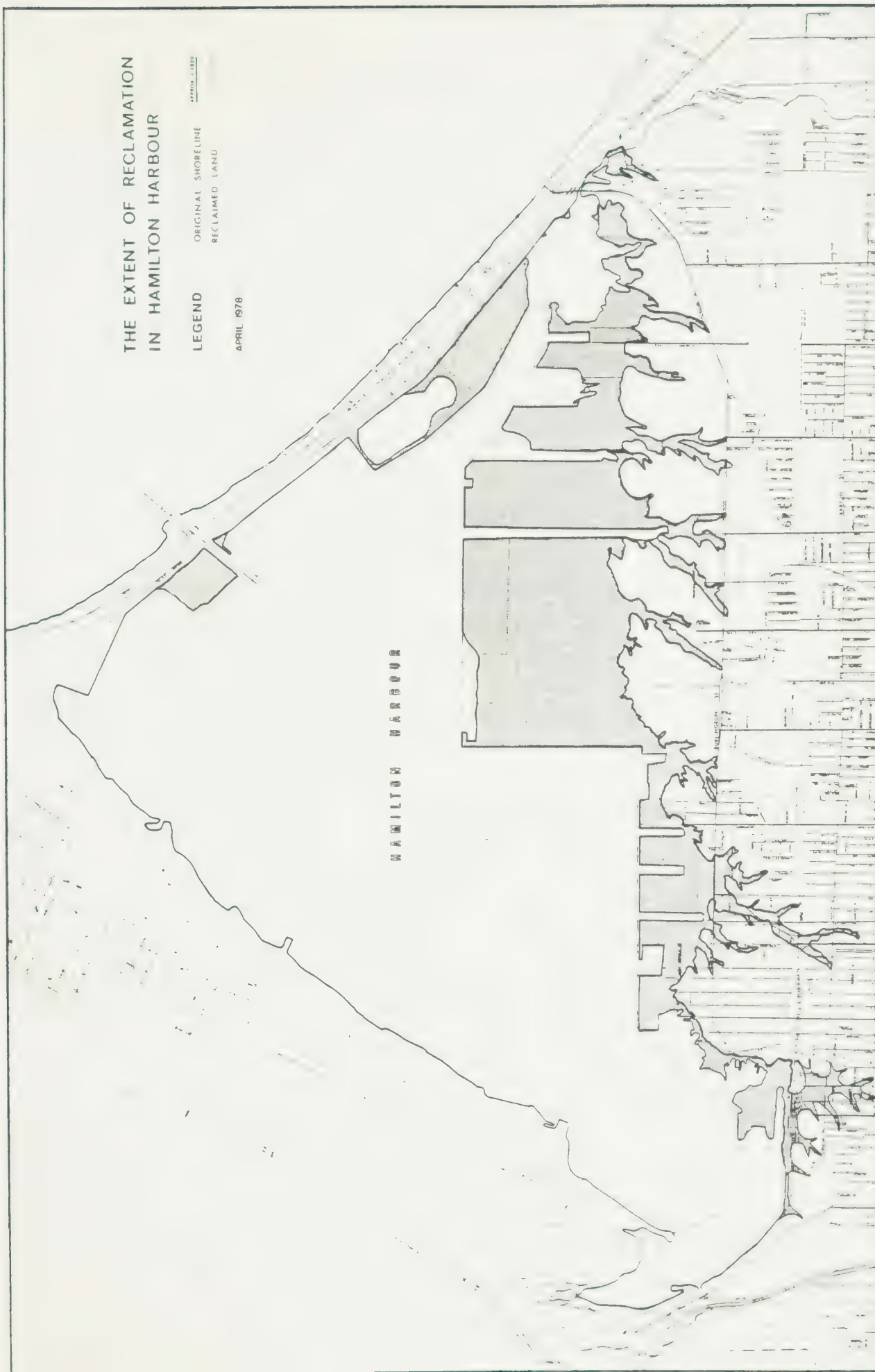
<u>Year</u>	<u>Low Water</u>	<u>Difference between high & low water</u>	<u>High Water</u>
1800 approx.	391	76	467
1917	381	67	448
1972	362	53	415
	92.6% of 1800 volume	69.7% of 1800 volume	88.7% of 1800 volume
2001	324	41	365

THE EXTENT OF RECLAMATION
IN HAMILTON HARBOUR

LEGEND
ORIGINAL SHORELINE
RECLAIMED LAND

APRIL 1978

HAMILTON HARBOUR



Public Awareness

As far back as 1923 when Gore, Nasmith and Storie prepared a report on the harbour and when the population of Hamilton was only 120,000, the harbour's condition was described as "in general, polluted, -- the quantity of organic filth poured into the bay from sewers discharging along the waterfront and from the sewage disposal plant is enormous." The following year, Dr. Wythe (Alderman and Chairman of the Board of Health) declared it hazardous to health and a by-law was passed prohibiting swimming in Hamilton Harbour.

With the dawning of what has been called the Sputnik generation emerged evidence of the first public questioning of the growth ethic, - a query that was soon to be echoed on a scale sufficient enough to give rise to the environmental consciousness that surfaced in the 1960's.

A clean-up committee was established in 1964 to restore Hamilton Harbour to some of its former state. Following a decade of at best, limited success, the Ministry of the Environment initiated a program to breathe life back into the harbour. This consists of an aeration system designed to pump oxygen into the harbour, ideally to dissipate effluent as well as encourage fish and plant life.

In 1972, the Steel Company of Canada began channelling the waste effluent from its coking operations into the city's treatment system. Indications are that this diversion has resulted in a notable decline in the ammonia concentrations of the central harbour. A chemist at the Regional Laboratories is of the opinion that the results obtained so far, cannot, for statistical purposes, be considered significant, although the readings themselves are encouraging and will continue to be monitored.

Similar efforts by industry may yet produce an appreciable improvement in the water quality of Hamilton Harbour, reviving the prospect for a more compatible industrial-recreational relationship.

As recently as 1971, when the last harbour headline was tentatively established, it was envisaged that fully 46% of the harbour could be reclaimed, primarily for industrial and port expansion. Reclamation, a

long time, and seldom questioned prerequisite for waterfront growth, has since come under criticism from a number of sources, including the Hamilton Region Conservation Authority, the agency which holds the jurisdictional ace on further in-filling. The Ministry of the Environment ruled against this practice in 1972, saw provision for infilling to the 1971 headline in certain areas of the harbour.

The programs initiated by the Province and industry reflect the change, both public and private, in the perception of the harbour as a community amenity. To capitalize on the political climate at hand, it is presently necessary to pursue this impetus and assess Hamilton Harbour as the prospective recreation resource it may well become.

D.5 COMMERCIAL BACKGROUND STUDY

The Trade Area of Hamilton

The trade area of any municipality is actually a weighted synthesis of all trade areas of the various retail groups within and in proximity to that municipality. Depending on criteria used for identification, these trade areas can assume a variety of shapes, each having differing implications on marketing decisions. Delineation of these areas requires detailed and complex market analyses which are beyond the scope, resources and timing of background research to this amendment to the Official Plan.

Given these limitations, as well as the fact that the most readily available retail and market information is based on political units, Hamilton's trade area could be loosely considered to be the Regional Municipality of Hamilton-Wentworth. However it is recognized that Hamilton-Wentworth and hence Hamilton's (as the most significant retail centre), retail customers are not confined to the region alone.

The Region's Economic Base, Inventory indicates strong inter-action between Burlington and Hamilton-Wentworth. The Regional Niagara Retail Policy Study indicates strong interaction between the Region of Niagara (especially Grimsby) and Hamilton-Wentworth. When assessing the nature of Hamilton's retail structure it is therefore advisable (and possible) to include Burlington and Grimsby in the calculations as part of the overall trade area.

The determination of any trade area gives rise to the question and/or assumption of the impact of retail expenditures attracted from beyond the region. Including Burlington and Grimsby does help to a degree, although even this cannot resolve the question of the leakage of retail expenditures beyond the Region. R.W. McCabe's Planning Applications of Retail Models, (Ministry of Treasury, Economics and Inter-Governmental Affairs, 1974) suggests comparing a municipality's per capita disposable income (PDI) and retail expenditure figures with the provincial average to estimate this leakage.

For example, when the Hamilton Census Metropolitan Area (CMA) is compared to Ontario from 1961 to 1976, it is evident that PDI for the CMA averaged 4% above the provincial average, while per capita retail sales averaged 1 to 2% lower. The difference can be indirectly assessed as net outflow of potential retail expenditures (sales leakage) to other areas. There are, however, inherent weaknesses in this approach.

The most significant is that while PDI is based solely on the population of the CMA, retail expenditure per capita includes an unknown amount of money spent in the region by outsiders divided by the number of residents in the region. Without removing this unknown inflow, the net out flow becomes distorted. No accommodation for inflow of retail expenditures is made in this approach, but it may be assumed that if removed, retail expenditure per capita (dollars earned and spent within the Region) would fall even further below the provincial average. The implication is that the loss to retailers of dollars earned within the Region is even greater than might at first be suspected.

The best determination of actual dollar values would be by a detailed shopper survey to estimate consumer spending patterns. It was felt such an analysis would be of limited value to this particular amendment which is concerned with the City of Hamilton and not the overall Regional trade picture.

A cursory examination of Hamilton's figures reveals no net leakage of retail dollars, but rather, a substantial surplus, which of course is evidence of its being the major retail centre in the Region. In other words the retail expenditures within the City far exceed that which would be expected to be spent based on PDI of Hamiltonians. Leakage will of course occur, but again this cannot be determined for the City alone and will not therefore be considered in this study. Similarly the "trade area" of Hamilton will not be considered as an integral element in this study as well.

Disposable Income

During the period 1961 to 1977, per capita disposable income for the Hamilton CMA increased at an annual average rate only slightly higher than that for the Province (16.5% vs. 16.3% respectively), both of which fell below the national rate (17.4%) and that of Metropolitan Toronto (17.8%). However, as evidenced by Table D.5.1, in terms of dollars, Hamilton values were generally second only to Toronto, ahead of both Ontario and Canada.

From 1961 to 1966 per capita personal disposable income (personal income minus personal direct taxes) for Hamilton (CMA) increased from \$1900 to \$2310, representing an annual increase of 4.3%. This growth rate was only slightly below that for Toronto with both well below provincial and national figures. In dollar terms by 1966, Hamilton and Toronto were extremely close, and well above the national average. However, both fell below the Provincial average.

In order to obtain a clearer picture of relative income growth in light of inflationary trends, 1977 was taken to be a base year by which previous cost of living indices were calculated to determine the effect in terms of spending power of the consumer dollar (Table). When these calculations were made, it was determined real income growth averaged only 1.7% annually for Hamilton from 1961 to 1966 slightly below Toronto, and well below Canada and Ontario.

TABLE D.5.1
PERSONAL DISPOSABLE INCOME:

	CANADA		ONTARIO		HAMILTON CMA		TORONTO		Hamilton CMA per capita % as of Ontario
ACTUAL, \$	(\$'000,000)	(\$ per capita)	(\$'000,000)	(\$ per capita)	(\$'000,000)	(\$ per capita)	(\$'000,000)	(\$ per capita)	(%)
1961	28202.6	1546.4	11237.4	1802.0	752.8	1900.0	3448.5	1890.0	105.4
1966	41869.4	2094.5	16631.7	2396.7	1036.1	2310.0	5007.7	2320.0	96.6
1971	58105.5	2694.1	23778.9	3087.0	1660.2	3320.0	9019.2	3420.0	107.5
1976	124137.0	5370.0	48985.0	5880.0	3338.4	6200.0	18338.0	6500.0	105.4
(1977)	136558.0	5860.0	54499.0	6510.0	3703.6	6930.0	20639.5	7260.0	106.5
REAL (1977) \$									
1961	57251.3	3139	22811.9	3658	1528.2	3867	7000.5	3835	
1966	76202.3	3812	30269.7	4362	1885.7	4199	9114.0	4248	
1971	91225.6	4230	37332.9	4847	2606.5	5229	14160.1	5426	
1976	134068.0	5831	52903.8	6401	3605.5	6700	19805.0	7022	
(1977)	136558.0	5860	54499.0	6510	3703.6	6930	20639.5	7260	

TABLE D.5.2
ANNUAL GROWTH IN PER CAPITA DISPOSABLE INCOME

	CANADA (%)	ONTARIO (%)	HAMILTON CMA (%)	TORONTO (%)
<u>ACTUAL \$</u>				
1961-1966	7.1	6.6	4.3	4.6
1966-1971	5.7	5.8	8.7	9.5
1971-1976	19.9	18.1	17.3	18.0
(1971-1977)	19.6	18.5	18.1	18.7
<u>REAL 1977 \$</u>				
1961-1966	4.3	3.8	1.7	2.2
1966-1971	2.2	2.2	4.9	5.5
1971-1976	7.6	6.4	5.6	5.9
(1971-1977)	6.4	5.7	5.4	5.6

During the period 1966 to 1971 the picture changed dramatically. In actual terms per capita PDI in Hamilton increased over a thousand dollars to \$3320 in 1971, representing a real annual increase of 4.9% compared to 5.5% for Toronto and 2.2% each for Canada and Ontario. In terms of real 1977 dollars, Hamilton in 1971 again enjoyed a higher per capita PDI than either national or provincial averages, but fell 3.6% below the Toronto average.

The period from 1971 to 1976 in all instances represents one of dramatic increases in disposable income, indicative of the rapid inflationary trend then underway. As evidenced in Table D.5.3, taking 1971 as a base of 100, it is apparent that while the price index rose 29.4% over the 10 years for 1961, in the 5 years following 1971 it increased 46.0%. If 1977 is considered the increase was 57.3%. These figures thus explain the substantial actual annual increases.

For Hamilton this amounted to \$6200 per capita PDI in 1976, an actual increase of 86.7% over 1971, (although in real terms the increase is more in the order of 28.0%). In both actual and real dollar terms Hamilton fell roughly between the Toronto and Ontario figures.

In summary, the average annual rate of increase in per capita disposable income for the Hamilton CMA has, with the exception of the 1966 to 1971 period, been less than that for Ontario. However, in actual and real dollar terms, Hamilton's per capita PDI has since 1966 remained above the provincial average.

In its background retail paper to the Regional Official Plan, the Regional Planning Division estimated that based on 1974 data then available, a useful range for forecasting the annual average percentage increase in real per capita personal disposable income based on current (1974) dollars would be 2.5 to 4.0 per cent. Again, given the unforeseen and very significant rise in inflation, growth since 1974 in per capita PDI (1977 \$) averaged 7.1% annually, well above this estimate.

TABLE D.5.3.

CONSUMER PRICE INDEX: CONVERSION TABLE TO REAL 1977 \$

Year	1	Index - All Items	Conversion Factor
	(1971=100)	(1977=100)	To Real 1977 Dollars
1961	77.3	49.1	2.03
1962	78.0	49.6	2.02
1963	79.3	50.4	1.98
1964	80.6	51.2	1.95
1965	82.6	52.5	1.90
1966	86.2	54.8	1.82
1967	88.8	56.5	1.77
1968	92.2	58.6	1.71
1969	95.9	61.0	1.64
1970	98.4	62.6	1.60
1971	100.0	63.6	1.57
1972	104.1	66.2	1.51
1973	111.3	70.8	1.41
1974	123.0	78.2	1.28
1975	136.1	86.5	1.16
1976	146.0	92.8	1.08
1977	157.3	100.0	1.00
(1981)		(120.1)	
(1986)		(149.4)	

The Ontario Economic Council, in The Ontario Economy to 1987 (1977) estimates PDI will increase 8.6% annually from 1978 to 1982, and 7.8% annually to 1987. These figures, when applied to the Hamilton CMA suggest a per capita PDI of \$9,639.46 by 1981 and \$14,137.00 to 1986.

For the purposes of this study two rates of growth in income to 1986 have been utilized; 5% per annum (\$10,252. per capita in 1986), and 8% per annum (\$14,375. per capita in 1986). These figures could be readily adjusted in any future monitoring to accommodate actual income growth to that point.

Retail Expenditures

As is apparent in the accompanying tables, and which might obviously be expected, the value of retail expenditures per capita has increased markedly since 1961. Canada experienced the largest increase from 1961 to 1976 of 175.1%, which when inflation is accounted for, amounts to a real increase of 46.5%. Real growth for the Hamilton CMA during this period was close behind at 44.3%, well ahead of Ontario (30.3%) and Toronto (5.8%).

The period 1961-1966 was one of significant growth in per capita retail expenditures, with all of the 5 examples shown excluding Toronto, averaging an overall 13+% growth, or 2.6% annually. (Toronto during this period for some reason experienced a real decline in per capita retail expenditures). As so few figures are available for the City of Hamilton itself, they are presented for display purposes only and deemed to be of limited analytic significance. Being the retail focus of the CMA however, it is not surprising that per capita figures for the City were in all 3 years higher than those for the CMA, and indeed in 1966 and 1971 were higher than Toronto, indicating perhaps Hamilton's increasing retail attraction and strength.

Growth in per capita retail spending remained relatively high during the period 1966 to 1971, although when an accelerating role of inflation during this period is taken into account, real growth in spending was significantly slower. For example, while Ontario averaged a real annual increase in retail sales per capita of 2.6% from 1961 to 1966, the rate dropped to only 0.5% annually from 1966 to 1971. For the Hamilton CMA the drop was from 2.6% to 1.5% annually, still well ahead of Toronto's growth rate. As a result, in dollar terms by 1971 the Hamilton CMA had significantly closed the gap on both Toronto per capita retail sales figures and Ontario's (which in 1971 was equal to the Hamilton CMA).

Since 1971 growth in per capita retail sales has soared in the order of 3 times 1961-1966 growth rates. In the six years from 1971 to 1977 Hamilton CMA experienced actual growth of 74.0%, or 12.3% per year, slightly behind Canada and Ontario rates). If only 1971-1976 is considered the rates are even higher indicating that for the year 1976-1977 this high rate of growth slowed down slightly.

Given the extremely high rates of inflation since 1971 however, when real growth is determined, it is apparent that growth in per capita retail sales was not as great as the above figures indicate. While annual growth rates from 1971 to 1976 were the highest since 1961 in all cases except Ontario (which approximately equaled the rate for 1961-1966) including 1977 figures in the calculations results in significantly lower growth rates in all instances except Toronto.

The impact of inflation on consumer spending in recent years has been dramatic as evidenced by the difference between 1976 and 1977 figures. For example, while actual per capita retail sales increased in 1977 in all instances, the consumer price index in that year experienced one of the largest increases (11.3 points, 1971=100) in

TABLE D 5.4

RETAIL TRADE

	CANADA		ONTARIO		HAMILTON (CITY)		HAMILTON (CMA)		TORONTO	
	(\$000,000)	(\$ per capita)	(\$000,000)	(\$ per capita)	(\$000,000)	(\$ per capita)	(\$000,000)	(\$ per capita)	(\$000,000)	(\$ per capita)
ACTUAL \$										
1961	16848.9	924	6511.3	1044	313.3	1143	393.4	996	2114.9	1326
1966	23749.0	1166	9029.4	1310	433.8	1455	564.0	1256	2989.3	1393
1971	31144.7	1444	12069.9	1567	529.2	1712	781.3	1567	4312.5	1653
1976	58467.5	2542	21132.1	2557	N/A	N/A	1453.3	2700	7436.5	2640
(1977)	61137.4	2613	22846.8	2730	N/A	N/A	1457.5	2727	8120.9	2857
REAL (1977) \$										
1961	34203.2	1875	13217.9	2119	635.9	2321	798.7	2021	4293.3	2691
1966	43223.2	2122	16527.4	2397	789.5	2648	1026.5	2286	5440.5	2536
1971	48897.2	2267	18949.7	2460	830.8	2687	1226.7	2460	6770.6	2594
1976	63144.9	2746	22822.7	2762	N/A	N/A	1569.6	2917	8031.4	2847
(1977)	61137.4	2613	22846.8	2730	N/A	N/A	1457.5	2727	8120.9	2857

TABLE D.5.5.
PER CAPITA RETAIL TRADE COMPARISONS *

	HAMILTON (CITY)			HAMILTON (CMA)			HAMILTON (CMA)		
	VS. CANADA (%)	VS. ONTARIO (%)	VS. HAMILTON (%)	VS. HAMILTON (%)	VS. TORONTO (%)	VS. CANADA (%)	VS. ONTARIO (%)	VS. HAMILTON (%)	VS. TORONTO (%)
1961	23.7	9.5	14.8	-13.8	7.8	-4.6	-12.9	-24.9	
1966	24.8	11.1	15.8	4.5	7.7	-4.1	-15.3	-9.8	
1971	18.6	9.2	9.3	3.6	8.5	=	-7.4	-5.2	
1976	N/A	N/A	N/A	N/A	6.2	5.6	N/A	2.3	
(1977)	N/A	N/A	N/A	N/A	4.4	-0.1	N/A	-4.6	

* The percentages shown apply to both actual and real (1977) dollar values.

TABLE D.5.6
GROWTH in PER CAPITA RETAIL EXPENDITURES

	CANADA (%)	ONTARIO (%)	HAMILTON CITY (%)	HAMILTON CMA (%)	TORONTO (%)
<u>ACTUAL \$</u>					
1961 - 1966	26.2	25.5	27.3	26.1	5.1
1966 - 1971	23.8	19.6	17.7	24.8	18.7
1971 - 1976	76.0	63.2	N/A	72.3	59.7
(1971 - 1977)	81.0	74.2	N/A	74.0	72.8
1961 - 1976	175.1	144.9	N/A	173.8	99.1
<u>REAL 1977 \$</u>					
1961 - 1966	13.2	13.1	14.1	13.1	-5.8
1966 - 1971	6.8	2.6	1.5	7.7	2.3
1971 - 1976	21.1	12.3	N/A	18.5	9.8
(1971 - 1977)	15.3	11.0	N/A	10.8	10.1
1961 - 1976	46.5	30.3	N/A	44.3	5.8

recent years. The net result of this high inflation is that in real dollar terms, per capita retail sales actually dropped from 1976 to 1977, indicative of restraint in consumer spending in light of eroding dollar purchasing power. Hamilton CMA in this regard experienced the largest drop over the year of 6.5% in per capita retail sales, although Toronto actually increased a minimal 0.4%.

It must be recognized that these figures are only general indicators which do not accommodate a wide range of intangible market factors. For example, while Hamilton CMA real dollar per capita spending exceeded Toronto figures in 1976, it dropped well below Toronto in 1977. This may well be a result of increased leakage of potential retail sales dollars from the Hamilton CMA, perhaps even to Toronto, a decrease in the capture of said dollars from other areas, a weakening in competitiveness of local commerce, industrial impacts on dollar questions, or even a reflection of the peculiar responses to inflation of local consumers versus Torontonians, for example. Barring a detailed consumer survey, it is difficult to ascertain for certain.

Retail expenditures as a percentage of personal disposable income have been declining since 1961 in all instances. In other words per capita retail sales have not been increasing as fast as have per capita disposable incomes. At first glance it may appear that the general population is sacrificing retail expenditures in deference to increased saving or investment of income dollars.

TABLE D.5.7
ANNUAL GROWTH in PER CAPITA RETAIL EXPENDITURES

	CANADA (%)	ONTARIO (%)	HAMILTON CITY (%)	HAMILTON CMA (%)	TORONTO (%)
<u>ACTUAL \$</u>					
1961 - 1966	5.2	5.1	5.5	5.2	1.0
1966 - 1971	4.8	3.9	3.5	5.0	3.7
1971 - 1976	15.2	12.6	N/A	14.5	11.9
(1971 - 1977)	13.5	12.4	N/A	12.3	12.1
<u>REAL 1977 \$</u>					
1961 - 1966	2.6	2.6	2.8	2.6	-1.2
1966 - 1971	1.4	0.5	0.3	1.5	0.5
1971 - 1976	4.2	2.5	N/A	3.7	2.0
(1971 - 1977)	2.5	1.8	N/A	1.8	1.7

In reality the drop has been stimulated by other factors.

For example, housing costs are demanding increasing shares of family incomes. While the average monthly mortgage payment for a home in 1966 required one week of income, by 1976 two weeks or one-half of the average monthly income was required to meet prevailing average mortgage payments (with fluctuations in the interim of course). Generally this increase has been the result of increased new housing costs, appreciation rates of existing housing and fluctuations in market demand. As well, maintenance costs have increased substantially, often far exceeding overall increases in the consumer price index, further adding to housing costs.

These same maintenance cost increases, applied to rents by landlords, along with increasing demands for rental housing in light of significant cost increases for purchase housing, and increased construction costs for rental units all fueled substantial increases in the cost of rental housing prior to the imposition of rent controls in Ontario.

Other factors also have had the effect of dampening per capita retail sales such as sales tax and "luxury" tax increases, improved consumer awareness (selective purchases, buying better quality goods to reduce the frequency with which they must be bought, etc.), leisure dollars increasingly spent beyond the region, if not the country, performance of the Canadian dollar in relation to the cost of imported items, etc.

Table D.5.8 compares retail sales to disposable income on a per capita and percentage basis. While it is difficult to determine any pattern in these figures, suffice

TABLE D.5.8

RETAIL SALES AS A PERCENTAGE OF DISPOSABLE INCOME *

	CANADA (%)	ONTARIO (%)	HAMILTON CMA (%)	TORONTO (%)
1961	59.7	57.9	52.3	61.3
1966	56.7	54.3	54.4	59.7
1971	53.6	50.8	47.1	47.8
1976	47.1	43.1	43.5	40.6
(1977)	44.8	41.9	39.4	39.3

* Tables D.5.6 and D.5.7 used in calculations. Percentages will be the same for total and per capita sales, regardless of actual or real (1977) dollars.

it to say that Hamilton CMA from 1961-1976, or even 1961-1977, experienced the smallest relative drop of 8.8 and 12.9 percentage points respectively. This might indicate that since 1961 the Hamilton CMA has been able to capture some of its previously leaked retail dollars and/or attract more local dollars to the point where it has approached an average state of retail strength and competitiveness which might reasonably be expected of a region of similar size and economic significance.

Retail Expenditures by Category

Per capita expenditures by retail category are available from the census, but again only up to 1971 as the 1976 census did not include similar data. This information, displayed in Table D.5.9 is based on real dollars to account for inflation and permit a relative comparison.

The first row presents figures for the Hamilton CMA including Burlington. Total growth in per capita retail expenditures amounted to 21.8% from 1961 to 1971. The most significant increases occurred in the General Merchandise (G.M.), Hardware and Home Furnishings (H/HF) and Automotive categories of 31.5%, 26.9% and 32.1% respectively. Minor increases occurred in both the Apparel and 'other' categories.

By removing Burlington figures from the calculations (second row), in almost all cases the per capita figures increase with the greatest differences occurring in 1971. This may be indicative of new commercial development in Burlington lagging behind growing demand in that municipality, with the balance of the CMA the recipient of retail dollars from Burlington. Thus, while Burlington population was not used in the calculation of per capita figures for the second row, the inclusion of some unknown amount of retail dollars spent by Burlingtonians in the rest of the CMA would tend to inflate the figures.

By removing both Burlington and Hamilton from the calculations (row 3) we obtain figures for the remainder of the CMA; the smaller municipalities. In most cases the per capita dollar values are well below those of Hamilton city, as Hamilton is the obvious retail attraction in the Region. The exception is 'per capita food' which in 1971 was almost 50% greater than the Hamilton figure, which may indicate that this one type of expenditure was made locally more often, in deference to shopping in Hamilton stores.

TABLE D.5.9

PER CAPITA GROWTH IN RETAIL EXPENDITURES
BY CATEGORY (1961 to 1971) *

	TOTAL	FOOD	D.S.T.M. **					AUTOMOTIVE
	%	%	G.M.+ %	APPAREL %	H/HF# %	OTHER %	TOTAL %	%
HAMILTON CMA	21.8	16.3	31.5	5.8	26.9	9.0	19.3	32.1
HAMILTON CMA (Burlington)	22.1	37.2	41.8	-0.7	34.0	13.3	25.1	60.9
HAMILTON CMA (Burlington & Hamilton)	55.4	162.0	626.4	43.5	54.7	87.1	160.5	66.0
HAMILTON CITY	15.8	6.3	21.4	-3.5	32.3	0	12.4	34.3

* Based on real dollars

** Department Store Type Merchandise

+ General Merchandise

Hardware and Home Furnishings

The significant increases from 1961 to 1971 in all categories may be indicative of substantial growth in local retail opportunities from 1961 (e.g. Univeristy Plaza, Ancaster PLaza, local C.B.D.'s etc.), thereby retaining potential Hamilton retail dollars within the local area. The greatest per capita increases occurred in the 'food' and 'general merchandise' categories.

This shift would explain the relatively minor increases in Hamilton per capita retail expenditures which in all instances were the lowest increases of the four situations displayed. Given that the time frame is only ten years, with the latest figures seven years out of date little more can be inferred from these tables than a generalization that while Hamilton appears to retain a retail superiority in the region, per capita retail expenditures may be declining in light of newer, more local retail opportunities in area municipalities. Those categories which appear to be suffering most are 'food', 'apparel' and 'other'; the latter two being the low growth categories in most instances.

PER CAPITA RETAIL EXPENDITURES BY CATEGORY

	TOTAL	FOOD	D.S.T.M.*						TOTAL	AUTO
			G.M.		APPAREL	H/HF**		OTHER		
			\$ 1977\$	\$ 1977\$		\$ 1977\$	\$ 1977\$			
HAMILTON CMA 1961 1966 1971	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$	\$ 1977\$
	996 2021	280 569	167 340	67 137	66 134	158 321	458 932	256 520		
	1256 2286	342 622	213 388	73 133	86 157	181 330	553 1008	359 654		
	1567 2461	422 662	285 447	92 145	108 170	223 350	708 1112	437 687		
HAMILTON CMA (Burlington) 1961 1966 1971										
	1014 2059	278 564	187 380	71 144	69 141	162 330	489 995	246 450		
	1286 2340	343 624	237 431	74 137	94 171	189 344	594 1083	347 632		
	1602 2515	493 774	343 539	91 143	120 189	238 374	792 1245	461 724		
HAMILTON CMA (Hamilton & Burlington) 1961 1966 1971										
	538 1092	180 366	26 53	23 46	31 64	84 171	164 334	193 391		
	693 1260	257 468	35 63	25 46	45 82	117 214	222 405	213 388		
	1081 1697	611 959	245 385	42 66	63 99	204 320	554 870	413 649		
HAMILTON CITY 1961 1966 1971										
	1143 2321	304 618	231 468	84 171	79 161	184 373	578 1173	261 530		
	1455 2648	368 669	295 536	90 164	108 197	210 382	703 1279	385 701		
	1745 2687	426 657	369 568	107 165	138 213	242 373	856 1319	462 712		

* Department Store Type Merchandise
 ** General Merchandise
 *** Hardware and Home Furnishings

PURCHASING POWER AND SALES POTENTIAL

While this material does not purport to be a retail market analysis, it is of interest to examine those conditions which a developer considers in determining the feasibility of a retail proposal. This section is intended to provide the reader with some insight into basic considerations of retail analysis to better understand motives and rationale in the retail development industry, while utilizing local data and calculations.

An obvious consideration would be the determination of the purchasing power of trade area residents; essentially a function of population, income and expenditure relationships. The sales potential of a particular development might be determined by assessing the potential and existing supply of similar operations (existing and proposed retail developments). Relating purchasing power (demand) to sales potential (supply), the developer derives an indication of the financial viability of a new retail development, against which his anticipated rate of return becomes the determining factor.

The extension to this technique is the familiar Residual Study approach commonly used by market analysts. In this method the average sales volume of existing retailers is protected by deducting this amount from the total sales potential in an area as determined above. This approach is useful in that by 'protecting' a market share of existing retailers, there should be little argument as to any negative effects of a client's major new retail development. The analyst bases the feasibility of this new development on the assumption that population increases, higher incomes and standard of living, the tapping of available but unserved potential, and the recapture of sales leakage to other retail centres all combine to create conditions favourable to further retail development; again, not the detriment of existing retailers.

The analyst is then able to translate this potential into square footage of a proposed development using current sales figures per square foot and many other tenuous assumptions and projections. The results at this point may become quite suspect, with errors in forecasting compounding, and the protection of existing retailers highly questionable.

One approach to partially offset these problems would be to utilize a range in variables, where feasible, when forecasting future retail floorspace requirements. The method developed herein does have the benefit of providing a basis and framework by which retail requirements may be monitored in light of more current data as it becomes available.

PURCHASING POWER -

As intimated in an earlier item, the population of Hamilton will continue to grow. A high forecast would be 344,100 persons in 1986, a .98% annual increase over the 1976 population. Barnard estimates a .7% annual growth rate which, when applied to the 1976 population, yields a medium forecast of 335,162 persons. A low forecast of .49% per annum would yield 327,505 persons by 1986. (Changing demographic indicators do, of course, have an impact on spending patterns, but any determination of the extent of changes are deemed to be too subjective to be of value here.)

As outlined in the item on Disposable Income, at 5% and 8% annual inflation, PDI in 1986 could reach \$10,252. and \$14,375. per capita (\$1,977.) respectively, assuming of course, income growth is able to match general inflationary trends. The next stage of the analysis is to determine the distribution of income among various expenditure categories.

The Regional Planning Department in its background paper on retail development estimate a very minor increase in per capita food expenditures from \$480. in 1974 to \$490. in 1986. It also estimated 2.5% annual growth in per capita DSTM expenditures from \$890. in 1974 to \$1,157. in 1986. Together, these expenditures increase from \$1,370. per capita in 1974 to \$1,647. per capita in 1986, an average of only + 1.7% annually. (When corrected for inflation, the above 1974 total is in actuality \$1,754. in 1977 dollars.) In light of the significant rates of inflation occurring since 1974, and which in all likelihood will continue to be experienced (certainly well into the 1980's), the above forecast expenditures may be taken to be unacceptably low.

A more reasonable estimate may be obtained as follows. Given that retail sales as a portion of personal disposable income has been declining in recent years (an average of -1.3 percentage points annually since 1971) it stands to reason that barring dramatic shifts in consumer spending patterns (which indeed have not occurred), food and DSTM expenditures as a percentage of PDI have dropped as well. For the Hamilton CMA from 1961 to 1971, retail sales as a percentage of PDI dropped an average of .52 points annually, while the drop in food and DSTM expenditures as a percentage of PDI was slightly lower at .49 points annually. This would seem to indicate that while less of PDI was being directed toward retail expenditures, of that which was, an increasing proportion was spent on food and DSTM purchases.

Since 1971, the rate of decline of retail sales as a percentage of PDI has been an even greater .58 points per annum. If this trend continues it might reasonably be expected that by 1986 retail purchases will only account for 37.6% of per capita PDI. (In 1961 they amounted to 52.3%, 46.4% in 1971, and 43.5% in 1976). Given the earlier income projections (\$10,252. and \$14,375.), per capita retail expenditures in 1986 would amount to \$3,855. at 5% inflation and \$5,405. at 8% inflation, all in 1977 \$.

As mentioned above, food and DSTM expenditures have increased as a proportion of all retail purchases. In light of the trends from 1966 to the mid-1970's, this proportion should increase from 69.5% in 1974 to 74.6% in 1986. Thus, at 5% inflation food and DSTM expenditures in 1986 will amount to \$2,876. per capita; at 8% inflation, \$4,032. (1977 \$).

A constant proportion will be assumed throughout this exercise whereby of the combined expenditures, 35% will continue to be spent on food, and 65% on DSTM purchases. Should future data show a shift in this pattern the revised figures may be readily accommodated.

The simplified equation for estimating a range of sales potential, in dollars, may be written:

$$(e_i + e_{i \rightarrow j})^m P_j = {}^m E_j$$

where:

1. e_i = annual food and DSTM expenditures per capita in base year i , (in this case 1974):
2. $e_{i \rightarrow j}$ = expected increase in food and DSTM expenditures per capita from base year i forecast year j , (in this case 1974 to 1986). (Thus $e_i + e_{i \rightarrow j}$ = e_j , or expenditures per capita in 1986);
3. ${}^m P_j$ = expected population in forecast year j in municipality m ;
4. ${}^m E_j$ = total food and DSTM expenditures in forecast year j in municipality m ; and,
5. there is 0 (zero) net outflow of sales beyond municipality m .

Similarly,

$$[y(e_i + e_{i \rightarrow j})]^m P_j = \frac{{}^m E_j}{y}$$

will determine total expenditures on commodity y (in year j in

TABLE D.5.11

1986 Food and DSTM Purchasing Power, City of Hamilton
(1977 \$)

	e_i (\$)	$e_{i \rightarrow j}$ (\$)	e_j (\$)	y	$y e_j$ (\$)	H_{p_j}	$H_{y E_j}$ (\$000)	H_{E_j} (\$000)	$H_{E_j} : R_{E_j}$ (%)
1. '1	1,754	1,122	2,876	[FOOD DSTM]	[1,006.6 1,869.4]	[344,100 344,100]	[346,371 643,261]	989,632	71.5
2. '1	1,754	1,122	2,876	[FOOD DSTM]	[1,006.6 1,869.4]	[335,162 335,162]	[337,374 626,552]	963,926	72.1
3. '1	1,754	1,122	2,876	[FOOD DSTM]	[1,006.6 1,869.4]	[327,505 327,505]	[329,667 612,238]	941,905	72.9
4. "1	1,754	2,278	4,032	[FOOD DSTM]	[1,411.2 2,620.8]	[344,100 344,100]	[485,594 901,817]	1,387,411	71.5
5. "1	1,754	2,278	4,032	[FOOD DSTM]	[1,411.2 2,620.8]	[335,162 335,162]	[472,981 878,393]	1,351,374	72.1
6. "1	1,754	2,278	4,032	[FOOD DSTM]	[1,411.2 2,620.8]	[327,505 327,505]	[462,175 858,325]	1,320,500	72.9
1974	1,754	9	1,754	[FOOD DSTM]	[613.9 1,140.1]	[311,413 311,413]	[191,176 355,042]	546,218	75.7

' - @5% annual inflation

" - @8% annual inflation

e_i = annual food and DSTM expenditures per capita in 1974

$e_{i \rightarrow j}$ = expected increase in these expenditures from 1974 to 1986

e_j = annual food and DSTM expenditures per capita in 1986

y = retail category food, DSTM (Department Store Type Merchandise)

$y e_j$ = annual per capita expenditures in 1986 in each expenditure category

H_{p_j} = forecast Hamilton population in 1986

$H_{y E_j}$ = total annual retail expenditures in Hamilton in 1986 in each expenditure category

H_{E_j} = total annual retail expenditures in Hamilton in 1986

$H_{E_j} : R_{E_j}$ = total annual retail expenditures in Hamilton in 1986 as a percentage of total annual expenditures in the Region in 1986

TABLE D.5.12

1986 Food and DSTM Purchasing Power, Region of Hamilton-Wentworth
(1977 \$)

	e_i (\$)	$e_{i \rightarrow j}$ (\$)	e_j (\$)	y	$y e_j$ (\$)	R_{p_j}	$R_{y E_j}$ (\$000)	R_{E_j} (\$000)
1. '	1,754	1,122	2,876	[FOOD	1,006.6	481,000	484,175]	1,383,356
				[DSTM	1,869.4	481,000	899,181]	
2. '	1,754	1,122	2,876	[FOOD	1,006.6	465,000	468,069]	1,337,340
				[DSTM	1,869.4	465,000	869,271]	
3. '	1,754	1,122	2,876	[FOOD	1,006.6	449,000	451,963]	1,291,324
				[DSTM	1,869.4	449,000	839,361]	
4. "	1,754	2,278	4,032	[FOOD	1,411.2	481,000	678,787]	1,939,392
				[DSTM	2,620.8	481,000	1,260,605]	
5. "	1,754	2,278	4,032	[FOOD	1,411.2	465,000	656,208]	1,874,880
				[DSTM	2,620.8	465,000	1,218,672]	
6. "	1,754	2,278	4,032	[FOOD	1,411.2	449,000	633,629]	1,810,368
				[DSTM	2,620.8	449,000	1,176,739]	
[1974	1,754	0	1,754	[FOOD	613.9	411,170	252,417]	721,192
				[DSTM	1,140.1	411,170	468,775]	

' - 05% annual inflation

" - 08% annual inflation

e_i = annual food and DSTM expenditures per capita in 1974

$e_{i \rightarrow j}$ = expected increase in these expenditures from 1974 to 1986

e_j = annual food and DSTM expenditures per capita in 1986

y = retail category food, DSTM (Department Store Type Merchandise)

$y e_j$ = annual per capita retail expenditures in 1986 in each expenditure category

R_{p_j} = forecast Regional population in 1986

$R_{y E_j}$ = total annual retail expenditures in the Region in 1986 in each expenditure category

R_{E_j} = total annual retail expenditures in the Region in 1986

municipality m) when y as a proportion of all expenditures is known, and assuming $y\%$ does not change from year i to year j .

$$[.35(e_i + e_{i \rightarrow j})]^m P_j = \text{food } {}^m E_j], \text{ and}$$

$$[.65(e_i + e_{i \rightarrow j})]^m P_j = \text{DSTM } {}^m E_j]$$

given the assumed proportions of food and DSTM expenditures ($\Sigma y\% = 100\%$).

The above calculations have been carried out on Tables and for both the City of Hamilton and the Region, using a range in forecast populations, and combined food/DSTM expenditures per capita figures in 1986 based on 5% and 8% inflation (as determined above).

Thus, depending on actual population growth rates, at 5% inflation food and DSTM sales in Hamilton could range from \$940-990 million in 1986, versus \$ 1,290-1,383 million in the Region as a whole. Similarly, at 8% inflation the figures could range from \$1,320-1,387 million in Hamilton and \$1,810-1,939 million in the Region.

Based on existing 1974 conditions, Hamilton enjoyed 75.7% of all the purchasing power then available within the Region. If the high growth situations in both Hamilton and the Region are compared in 1986, this figure drops to 71.5%. With moderate growth conditions the figure is 72.1%, and with low growth rates, 72.9%.

In all instances by 1986, Hamilton will enjoy a lower proportion of all purchasing power within the Region than was the case in 1974, perhaps due in part to increased relative growth in other area municipalities. This shift in potential may already be evident as indicated by the nature of recent commercial proposals in Ancaster and Stoney Creek. Of interest also is that with lower population growth rates the decline in this proportion is less, suggesting perhaps that in comparison to Hamilton, gains in other area municipalities will not be as great under lower growth conditions.

In the interest of clarity it should be emphasized that the ${}_y^m E_j$ figures in Tables 0.5.11 and 0.5.12 are in reality not the total potential sales available to area retailers. Certainly they do, and will continue to serve non-resident consumers. The figures are simply an estimate of the magnitude of potential food and DSTM expenditures made by residents only in 1986, or in other words, their purchasing power. However, given our assumption of zero net outflow of sales in 1986 it must also be assumed therefore that purchasing power will equal the potential sales available to local retailers.

SALES POTENTIAL -

Once estimates have been reached as to (a range of) potential purchasing power, it is then possible to estimate sales potential by combining "sales per square foot data" with retail floor space data.

In Dollars and Cents of Shopping Centres (Urban Land Institute, Washington, D.C.), Canadian sales figures per square foot of retail space were shown to be \$173/sq.ft. for food, and \$75/sq.ft. for DSTM merchandise, although the limitation implied by use of shopping centre figures is recognized. In its Background Paper to the Regional Plan these figures were used to calculate sales potential existing in 1974, thereby permitting an estimation of surplus or deficiency in retail floor space, and for the purposes of forecasting a combined average of \$100/sq.ft. was used.

However, it is unrealistic to assume these sales figures will still be valid in 1986. Inflation alone will drive the dollar value per square foot higher, and possible changes in current retailing and marketing practices might also have an effect. A more valid approach might be to assume that sales per square foot rise at the same rate as general inflation, barring other less predictable shifts in retail practices. For the purposes of this exercise, a combined average has not been used, with both food and DSTM figures projected separately. Thus, with an inflation rate of 5% annually food sales per square foot might be expected to reach \$311 by 1986, and \$135 for DSTM merchandise. At 8% annual inflation, these figures could reach \$436 and \$189 respectively.

The most recent survey of retail floor space available was undertaken by the Region as background to the Regional Plan. With the co-operation of the Regional Assessment Office, assessment records were utilized to obtain retail floorspace data. While all major retail concentrations were surveyed, day to day operations of the Assessment Office resulted in approximately 10% of the records being "missed." The adjusted results of the survey appear in Table . Based on Hamilton's share of square feet not missed, an estimation can be made of missed retail space, assuming a similar share. The two together thus yield an estimate of total retail space as indicated on Table D.4.13.

Table D.5.13

Floor Space Survey Results - 1974
(thousands of square feet)

	<u>FOOD</u>	<u>DSTM</u>	<u>TOTAL</u>
Hamilton	911	3,738	4,649
Dundas	71	292	363
Ancaster	37	27	64
Stoney Creek	40	166	206
"Records Missed"	116	465	581
Total	1,175	4,688	5,863
(Hamilton adjusted for addition of records missed)			
	(1,010.8	4,149.6	5,160.4)

The average 1974 Canadian sales per square foot mentioned above may be applied to determine "sales potential" as shown on Table .

Table 0.5.14
1974 Sales Potential
(\$ 000,000)

	<u>FOOD</u>	<u>DSTM</u>	<u>TOTAL</u>
Hamilton	\$ 157.6	\$ 280.4	\$ 438.0
Dundas	12.3	21.9	34.2
Ancaster	6.4	2.0	8.4
Stoney Creek	6.9	12.4	19.3
"Records missed"	20.1	34.8	54.9
Total	\$ 203.3	\$ 351.5	\$ 554.8
Hamilton (adjusted as per Table)	\$ 174.9	\$ 311.3	\$ 486.2

Given that the 1974 assessed populations of both Hamilton and the Region (adjusted to conform to the Statistics Canada base) were 311,413 and 411,170 respectively, and by applying the 1974 per capita sales figures for food and DSTM merchandise identified in the previous section to these populations, it is possible to determine purchasing power in that year. When these figures are compared to Table D.5.14 above for both Hamilton and the Region the results, shown on Table D.5.15, are surprising.

Table D.5.15
1974 Purchasing Power and Sales Potential
(\$ 000,000) *

	<u>FOOD</u>	<u>DSTM</u>	<u>TOTAL</u>
Hamilton			
Purchasing Power	\$ 149.5	277.2	426.7
Sales Potential	174.9	311.3	486.2
Difference	25.4	34.1	59.5
Region			
Purchasing Power	197.3	365.9	563.2
Sales Potential	203.3	351.5	554.8
Difference	6.0	(14.4)	(8.4)

* Shown in actual 1974 \$

In the Region, purchasing power (demand) exceeded sales potential (supply) by \$8.4 million, or 1.5% of purchasing power. Compared to similar calculations for 1971, when retail demand exceeded retail supply by \$42.9 million, and as evidenced by substantial retail construction from 1971 to 1974, it is obvious the market was approaching relative equilibrium in retail supply and demand. The exception was the food category, where supply exceeded demand by \$6 million, translating to an excess of retail floorspace in this category.

As might be expected for Hamilton, retail supply exceeded demand by \$59.5 million, indicative of its function as the regional retail centre. However, in the absence of data relating to the extent of the non-resident market served by Hamilton retail outlets, it is impossible to determine how adequately Hamiltonians' own retail demands are met by local retailers. It would be valid to assume, nonetheless, that Hamilton residents enjoy the highest level of commercial service in the Region.

1986 Retail Floorspace Requirements

An extension of the technique and data developed . . . would be to utilize projected sales potential and population growth to determine additional floorspace requirements in Hamilton and the Region. By utilizing the formula developed in the above Item to determine $\frac{{}^m E_j}{y S_j}$, or potential purchasing power in 1986 for food and DSTM merchandise , as well as forecast sales per square foot, it is possible to estimate floorspace which could be supported. A primary assumption again is that there is zero net out-flow of sales, and thus all sales potential will be directed to local retailers.

The simplified equation for estimating additional floorspace requirements to 1986 (or in other words additional floorspace which would be viable on the basis of local sales potential) may be written:

$$\frac{{}^m E_j}{y S_j} - \frac{{}^m F_i}{y} = \frac{{}^m F_{i \rightarrow j}}{y}$$

where;

1. $\frac{{}^m E_j}{y}$ = total expenditures on commodity y in forecast year j in municipality m .
2. $y S_j$ = value of sales per square foot (\$/sq.ft.) of commodity y in year j .
3. $\frac{{}^m E_j}{y S_j} / \frac{{}^m F_i}{y} = \frac{{}^m F_{i \rightarrow j}}{y}$, or, floorspace of commodity y in municipality m in forecast year j .
4. $\frac{{}^m F_i}{y}$ = floorspace of commodity y in municipality m existing in base year i .
5. $\frac{{}^m F_{i \rightarrow j}}{y}$ = required additional floorspace (sq.ft.) of commodity y in municipality m from base year i to forecast year j .

The results for Hamilton and the Region are shown on Tables D.5.16 and D.5.17 . The forecasts indicate the range in potential floorspace requirements to 1986, although given possible compound inaccuracies in the assumptions over time, no forecast should be held to be incontrovertible.

TABLE D 5.16

Additional Food and DSTM Floorspace, City of Hamilton
1974 to 1986 (1977 \$)

	$H_{p_j}^*$	e_j^* (\$)	y^*	$e_{y_j}^*$ (\$)	$H_{y_j}^{e*}$ (\$000)	S_{y_j} (\$/sq. ft.)	$H_{y_j}^{F_j}$ (sq. ft.)	$H_{y_i}^{F_i}$ (sq. ft.)	$H_{y_{i \rightarrow j}}^{F_{i \rightarrow j}}$ (sq. ft.)	$H_{F_{i \rightarrow j}}$ (sq. ft.)
1. '	344,100	2,876	$\left\{ \begin{array}{l} \text{FOOD} \\ \text{DSTM} \end{array} \right\}$	1,006.6 1,869.4	346,371 643,261	311 135	1,113,733 4,764,893	1,010,800 4,149,600	102,933 615,293	718,226
2. '	335,162	2,876	$\left\{ \begin{array}{l} \text{FOOD} \\ \text{DSTM} \end{array} \right\}$	1,006.6 1,869.4	337,374 626,552	311 135	1,084,804 4,641,125	1,010,800 4,149,600	74,004 491,525	565,529
3. '	327,505	2,876	$\left\{ \begin{array}{l} \text{FOOD} \\ \text{DSTM} \end{array} \right\}$	1,006.5 1,869.4	329,667 612,238	311 135	1,060,021 4,535,095	1,010,800 4,149,600	49,221 385,495	434,716
4. "	344,100	4,032	$\left\{ \begin{array}{l} \text{FOOD} \\ \text{DSTM} \end{array} \right\}$	1,411.2 2,620.8	435,594 901,817	436 189	1,113,748 4,771,520	1,010,800 4,149,600	102,948 621,920	724,868
5. "	335,162	4,032	$\left\{ \begin{array}{l} \text{FOOD} \\ \text{DSTM} \end{array} \right\}$	1,411.2 2,620.8	472,981 878,393	436 189	1,084,818 4,647,580	1,010,800 4,149,600	74,018 497,980	571,998
6. "	327,505	4,032	$\left\{ \begin{array}{l} \text{FOOD} \\ \text{DSTM} \end{array} \right\}$	1,411.2 2,620.8	462,175 858,325	436 189	1,060,035 4,541,403	1,010,800 4,149,600	49,235 391,803	441,038

* - From Table

' - @5% annual inflation

" - @8% annual inflation

 S_{y_j} = sales per square foot in each retail expenditure category in 1986 $H_{y_j}^{F_j}$ = floorspace in each retail category in Hamilton in 1986 $H_{y_i}^{F_i}$ = floorspace in each retail category in Hamilton in 1974 $H_{y_{i \rightarrow j}}^{F_{i \rightarrow j}}$ = increase in floorspace in each retail category in Hamilton from 1974 to 1986 $H_{F_{i \rightarrow j}}$ = increase in total retail floorspace in Hamilton from 1974 to 1986

TABLE D.5.17

*Additional Food and DSTM Floorspace, Region of Hamilton-Wentworth
1974 to 1986 (1977 \$)*

	$R_{p_j}^*$	e_j^*	y^*	y_j^*	$R_{y_j}^*$	S_j	R_{y_j}	R_{y_i}	$R_{y_{i-j}}$	$R_{f_{i-j}}$
		(\$)		(\$)	(\$000)	(\$/sq. ft.)	(sq. ft.)	(sq. ft.)	(sq. ft.)	(sq. ft.)
1. ' 1.	481,000	2,876	[FOOD DSTM]	1,006.6 1,869.4	484,175 899,181	311 135	1,556,832 6,660,603	1,175,000 4,688,000	381,832 1,972,603	2,354,435
2. ' 2.	465,000	2,876	[FOOD DSTM]	1,006.6 1,869.4	468,069 869,271	311 135	1,505,045 6,439,044	1,175,000 4,688,000	330,045 1,751,044	2,081,089
3. ' 3.	449,000	2,876	[FOOD DSTM]	1,006.6 1,869.4	451,963 839,361	311 135	1,453,259 6,217,486	1,175,000 4,688,000	278,259 1,529,486	1,807,745
4. " 4.	481,000	4,032	[FOOD DSTM]	1,006.6 1,869.4	678,787 1,260,605	436 189	1,556,851 6,669,867	1,175,000 4,688,000	381,851 1,981,867	2,363,718
5. " 5.	465,000	4,032	[FOOD DSTM]	1,006.6 1,869.4	656,203 1,218,672	436 189	1,505,064 6,448,000	1,175,000 4,688,000	330,064 1,760,000	2,090,064
6. " 6.	449,000	4,032	[FOOD DSTM]	1,006.6 1,869.4	633,629 1,176,739	436 189	1,453,277 6,226,133	1,175,000 4,688,000	278,277 1,538,133	1,816,410

* - From Table

' - @5% annual inflation

" - @8% annual inflation

 S_j = sales per square foot in each retail expenditure category in 1986 R_{y_j} = floorspace in each retail category in the Region in 1986 R_{y_i} = floorspace in each retail category in the Region in 1974 $R_{y_{i-j}}$ = increase in floorspace in each retail category in the Region from 1974 to 1986 $R_{f_{i-j}}$ = increase in total retail floorspace in the Region from 1974 to 1986

For Hamilton, the results indicate that, depending on population growth, an additional 435,000 to 718,000 square feet of retail space could be supported in Hamilton in 1986 by the Hamilton populace alone. This translates to an 8.4% to 13.9% increase over floorspace existing in 1974. As should be expected for both Hamilton and the Region, a higher inflation rate does not result in significantly different requirements, simply because all dollar values have been factored by a variable inflation rate. (In other words, $(a) \div (b) \equiv (a + x\%) \div (b + x\%) \equiv (a + y\%) \div (b + y\%)$.) The critical factor is population growth, such that with greater numbers of potential consumers, regardless of inflation rates, more retail space becomes potentially viable.

Retail floorspace in the food category under this projection ranges from an additional 50,000 to 103,000 square feet, an increase of 4.9% to 10.2% over 1974. DSTM floorspace requirements could range from 385,000 to 622,000 square feet, an increase of 9.3% to 15.0% over 1974.

For the Region as a whole, again depending on the rate of population growth, an additional 1.8 million to 2.4 million square feet of floorspace could be viable by 1986, representing a substantial 30.8% to 40.3% increase over 1974. While a certain proportion of this growth includes expansion in the Hamilton retail sector, the difference between relative increases of both the City and the Region stems from the fact that Regional population forecasts by comparison to those used for the City were significantly higher. In other words, a significant proportion of the increased Regional sales potential will in the future be manifested by growing populations in other area municipalities. Because of our assumption of zero net outflow of sales, another explanation for this great increase in floorspace would be that the gap between purchasing power (demand) and sales potential (supply) existing in 1974 is narrowed to near equilibrium by 1986.

Regional retail food floorspace under this projection ranges from an additional 278,000 to 389,000 square feet, an increase of 23.7% to 32.8%. DSTM floorspace requirements could range from 1,530,000 to 1,980,000 square feet, an increase of 32.6% to 42.3% over 1974.

When considering these findings it should be kept in mind that with respect to the Regional food floorspace forecast, the 1974 situation was one of supply exceeding demand. Therefore, if any of the forecast 1974 to 1986

floorspace increments (${}^R_{\text{Food}}F_{i \rightarrow j}$) were to be multiplied by the respective "sales per square foot" value, the potential sales (in \$millions) implied will be less than the increase in purchasing power created by the related growth in population. Again, given our assumption of zero net outflow of sales, this would be evidence of the marketplace increasing supply less rapidly than growth in demand, such that relative equilibrium is reached in 1986. Conversely, similar calculations in the DSTM category suggest the marketplace will increase supply more rapidly than increases in demand, because as mentioned earlier demand exceeded supply in 1974 (by \$14.4 million).

It now becomes necessary to recognize that Hamilton is indeed, and will continue to act as, the regional retail centre. The future retail floorspace requirements for the City identified in Table D.5.18 are those required to serve, or which can be viably supported by Hamiltonians only. Obviously a great deal more floorspace could be maintained by non-resident consumers shopping within the City. An estimation of this additional floorspace is developed on Table D.5.18.

From Table D.5.19, estimates are derived of additional retail floorspace required in the Region. However, a portion of this floorspace is required by Hamiltonians (as determined on Table D.5.18), with the remainder available to serve the "regional" or non-Hamilton shopper. Because Hamilton is the Regional retail centre, some portion of this "residual" floorspace will be located within the City.

At this point, however, assumptions must be made as to what portion of this residual floorspace will locate in Hamilton. Given that approximately 75% of the Regional population have in recent years resided in Hamilton, it might be assumed 75% of the residual floorspace will also locate in Hamilton. Given Regional Plan policies of promoting downtown Hamilton as the regional retail centre, as well as policies of promoting the location of administrative, head and/or branch offices in downtown Hamilton (which in turn will attract commercial activities serving the "daytime population"), higher percentages of 80% and 85% have also been used. (Continuing monitoring of new commercial development will assist in revising these figures to better assess or forecast floorspace requirements.)

The resulting share of the residual floorspace, plus Hamilton's own requirement to 1986, plus the floorspace existing in 1974 (which again is assumed to exist in, or have been replaced by, 1986) yields a range of estimates of the amount of commercial floorspace existing within the City in 1986. No attempt has been made to differentiate between food and DSTM floorspace, as no clear basis exists for allocating a split of the residual floorspace between the two, especially since food purchases appear to be more local in nature than are DSTM purchases by residents of the other area municipalities.

Drawing on the formulae developed to this point, the equation for the final stage of this analysis may be written:

$$f\% (R_{F_{i \rightarrow j}} - H_{F_{i \rightarrow j}}) + H_{F_{i \rightarrow j}} + H_{F_i} = H_{F_j}$$

where;

$f\%$ = assumed factor (Hamilton's share of residual "regional" retail floorspace; 75, 80 and 85% are used);

$R_{F_{i \rightarrow j}}$ = increase in all Regional retail floorspace from base year i to forecast year j ;

$H_{F_{i \rightarrow j}}$ = increase in retail floorspace in Hamilton from base year i to forecast year j , serving local requirements only;

H_{F_i} = retail floorspace existing in Hamilton in base year i ($\equiv H_{F_i}$);

H_{F_j} = total retail floorspace in Hamilton in forecast year j (serving both local and non-local consumers).

For the purposes of displaying information on Table D.S.18, the following equalities are used:

$$R-H_{F_{i \rightarrow j}} = R_{F_{i \rightarrow j}} - H_{F_{i \rightarrow j}} ;$$

$$f\%(R-H)_{F_{i \rightarrow j}} = \text{result of } f\%(R_{F_{i \rightarrow j}} - H_{F_{i \rightarrow j}});$$

$H_{F_{i \rightarrow j}}$ = increase in total floorspace in Hamilton from base year i to forecast year j ;

R_{F_j} = total floorspace in the Region in forecast year j ($= R_{F_i} + R_{F_{i \rightarrow j}}$);

$\frac{H}{R}_{F_j}$ = Hamilton's share of Regional floorspace in forecast year j , expressed as a percent ($= \frac{H_{F_j}}{R_{F_j}} / 100$).

Total 1986 Retail Floorspace Requirements, City of Hamilton

	$(R_p)_j^*$	$(H_p)_j^*$	$R_{F_{i \rightarrow j}}^*$ (sq. ft)	$H_{F_{i \rightarrow j}}^*$ (sq. ft)	$R-H_{F_{i \rightarrow j}}$ (sq. ft)	f (%)	$f\%(R-H)_{F_{i \rightarrow j}}$ (sq. ft)	$H_{F_{i \rightarrow j}}$ (sq. ft)	$H_{F_i}^{**}$ (sq. ft)	$H_{F_{i \rightarrow j}}$ (sq. ft)	$H_{F_{i \rightarrow j}}$ (sq. ft)	$R_{F_{i \rightarrow j}}$ (sq. ft)	$H_{R_{F_{i \rightarrow j}}}$ (%)
1."	481,000	344,100	2,354,435	718,226	1,636,209	75	1,227,157	718,226	5,160,400	7,105,783	1,945,383	8,217,435	86.5
						80	1,308,967	718,226	5,160,400	7,187,593	2,027,193	8,217,435	87.5
						85	1,390,778	718,226	5,160,400	7,269,404	2,109,004	8,217,435	88.5
2."	465,000	335,162	2,081,089	555,529	1,515,560	75	1,136,670	555,529	5,160,400	6,862,599	1,702,199	7,944,089	86.4
						80	1,212,448	555,529	5,160,400	6,938,377	1,777,977	7,944,089	87.3
						85	1,283,226	555,529	5,160,400	7,014,155	1,853,755	7,944,089	88.3
3."	449,000	327,505	1,807,745	434,716	1,373,029	75	1,029,772	434,716	5,160,400	6,624,888	1,464,488	7,670,745	86.4
						80	1,098,423	434,716	5,160,400	6,693,539	1,533,139	7,670,745	87.3
						85	1,167,075	434,716	5,160,400	6,762,191	1,601,791	7,670,745	88.2
4."	481,000	344,100	2,363,718	724,868	1,638,850	75	1,229,138	724,868	5,160,400	7,114,406	1,954,006	8,226,718	86.5
						80	1,311,080	724,868	5,160,400	7,196,348	2,035,948	8,226,718	87.5
						85	1,393,023	724,868	5,160,400	7,278,291	2,117,891	8,226,718	88.5
5."	465,000	335,162	2,090,064	571,998	1,518,066	75	1,138,550	571,998	5,160,400	6,870,948	1,710,548	7,953,064	86.4
						80	1,214,453	571,998	5,160,400	6,946,851	1,786,451	7,953,064	87.3
						85	1,290,356	571,998	5,160,400	7,022,754	1,862,354	7,953,064	88.3
6."	449,000	327,505	1,816,410	441,038	1,375,372	75	1,031,529	441,038	5,160,400	6,632,967	1,472,567	7,679,410	86.4
						80	1,100,298	441,038	5,160,400	6,701,736	1,541,336	7,679,410	87.3
						85	1,169,066	441,038	5,160,400	6,770,504	1,610,104	7,679,410	88.2

* - From Table

** - From Table

' - @5% annual inflation

" - @8% annual inflation

$R-H_{F_{i \rightarrow j}}$ = increase in total retail floorspace in the Region from 1974 to 1986 minus the increase in total retail floorspace in Hamilton from 1974 to 1986

f = factor; assumed proportion of the above difference which will be located in Hamilton from 1974 to 1986, but which serves non-Hamilton consumers

$f\%(R-H)_{F_{i \rightarrow j}}$ = result of applying the above factor to the above difference; in essence, the increase in floorspace in Hamilton from 1974 to 1986 serving non-Hamilton consumers

$H_{F_{i \rightarrow j}}$ = total "local" and "regional" retail floorspace in Hamilton in 1986

$H_{F_{i \rightarrow j}}$ = increase in total retail floorspace from 1974 to 1986 in Hamilton

$R_{F_{i \rightarrow j}}$ = total retail floorspace in the Region in 1986

As can be seen on Table , on the basis of the projection technique utilized an additional 1.5 to slightly over 2 million square feet of retail space ($H_{F_{i \rightarrow j}}$) could be viably supported within the City of Hamilton by 1986, again depending on the rate of population growth. Within each of the 6 projections, an increase in Hamilton's share of the "residual" regional floorspace from 75% to 85% amounts to an increase of approximately 150,000 square feet. It is interesting to note that Hamilton must capture somewhere between 80% and 85% of the residual floorspace if it is to maintain its 1974 share of all floorspace in the Region, which in that year stood at 88.0%.

While no hard data is available to indicate the degree to which Hamilton functions as a regional retail centre, an estimate can be extrapolated from the information developed to this point. For example, as shown on Table D.5.19, the purchasing power of Hamiltonians in 1974 can be translated into the amount of floorspace required to meet that purchasing potential. Thus, of the retail floorspace in the food category in 1974, 85.4%, or 863,000 square feet was serving local demand. Similarly 89.1% (3,700,000 square feet) of DSTM floorspace was also serving local demand. The balance, indicated under

$$Hr_{yF_i}, (\text{total} = Hr_{F_i}) ,$$

can be assumed to have been serving the purchasing requirements of all other regional consumers. On an overall basis, 11.6% of all 1974 floorspace in Hamilton was serving this non-local demand.

A similar approach can be utilized to determine what the split might be in 1986. From Table it appears that depending on population growth (and to lesser extent inflation) an additional 435,000 to 725,000 square feet of retail floorspace will be required by 1986 to meet local requirements.

In other words all of the 1974 floorspace in Hamilton, as well as an additional 435,000 to 725,000 square feet of space will be required to satisfy the demands of local residents only, thus absorbing the above 11.6% (598,700 square feet) currently serving non-local residents. (The real increase in floorspace serving Hamiltonians only would therefore be in the order of 1,033,400 [598,700 + 435,000] to 1,323,700 [598,700 + 725,000] square feet.)

TABLE D 5.19

HAMILTON AS REGIONAL RETAIL CENTRE, 1974 VS. 1986

i = 1974	H_p^* i	y	H y_i^* (\$000)	S_i (\$/Sq. Ft.)	Hl_{F_i} y_i (Sq. Ft.)	$H_{F_i}^{**}$ y_i (Sq. Ft.)	Hr_{F_i} y_i (Sq. Ft.)	$Hr_{F_i} : H_{F_i}^{***}$ y_i (%)	$Hr_{F_i} : H_{F_i}$ y_i (%)
	311,413	{ F000 DSTM	191,176 355,042	221.44 96.00	863,333 3,698,354	1,010,800 4,149,600	147,467 451,246	14.6 10.9	11.6
j = 1986	R_p^{***} j		H_p^{***} j		$R-H_{F_i}^{***}$ j		$Hr_{F_i}^{***}$ j	$H_{F_i}^{***}$ j	$Hr_{F_i} : H_{F_i}$ j
1.	481,000		344,100		(Sq. Ft.)		(Sq. Ft.)	(Sq. Ft.)	(%)
					1,636,209		1,227,157 1,308,967 1,390,778	7,105,783 7,187,593 7,269,404	17.3 18.2 19.1
2.	465,000		335,162		1,515,560		1,136,670 1,212,448 1,288,226	6,862,599 6,938,377 7,014,155	16.6 17.5 18.4
3.	449,000		327,505		1,373,029		1,029,772 1,098,423 1,167,075	6,624,888 6,693,539 6,762,191	15.5 16.4 17.3
4.	481,000		344,100		1,638,850		1,229,138 1,311,080 1,393,023	7,114,406 7,196,348 7,278,291	17.3 18.2 19.1
5.	465,000		335,162		1,518,066		1,138,550 1,214,453 1,290,356	6,870,948 6,946,851 7,022,754	16.6 17.5 18.4
6.	449,000		327,505		1,375,372		1,031,529 1,100,298 1,169,066	6,632,967 6,701,736 6,770,504	15.5 16.4 17.3

* From Table

** from Table

*** from Table

 S_i = 1974 sales per square in each retail category, corrected to 1977 \$

 Hl_{F_i} = 1974 Hamilton floorspace in each retail category serving local demand

 Hr_{F_i} = 1974 Hamilton floorspace in each retail category serving non-local demand (= $H_{F_i} - \frac{Hl_{F_i}}{y_i}$)

 Hr_{F_i} = 1974 total Hamilton floorspace serving non-local demand

On Table D.5.18 , a range of estimates are calculated, under the heading:

$$R-H_{F_{i \rightarrow j}}$$

These represent estimates of the additional floorspace required by all consumers in the Region beyond Hamilton to meet their purchase demands. As explained earlier, a percentage of this floorspace was assumed to locate within Hamilton, due of course to its function as a retail centre of regional significance. However, given the fact that such floorspace existing in 1974 in Hamilton will have been "absorbed" by local requirements by 1986, this percentage allocation would in actuality represent the total floorspace in 1986 in Hamilton serving non-resident consumers. Thus the equality is:

$$f\%(R-H)_{F_{i \rightarrow j}} \text{ (Table) } H_{r_{F_j}} \text{ (Table)}.$$

As indicated on Table D.5.19 , depending on population growth, from 15.5% to 19.1% of all retail floorspace in Hamilton in 1986 will be serving a regional, as opposed to local, market. This would represent a significant increase over the 11.6% situation in 1974, apparently complimenting the intent of the Regional Plan to promote downtown Hamilton as the most important retail centre in the Region. However, the forecasting technique does not recognize the subjective influence of policy implementation, and such an increase results simply from the forecast population growth of Hamilton and the Region (with higher relative rates forecast for the latter) as well as the assumed share of residual regional retail space locating in Hamilton (75% - 85%). It will be the impact of the application of Regional policy on this share split that will effect the final proportion of regional oriented floorspace within Hamilton in 1986. The assessment of Hamilton's future position as the regional retail centre is thus one of subjective judgment and no fully revealed by forecasts such as this.

D.6 TRANSPORTATION BACKGROUND STUDY

SCOPE:

Background

The transportation component of the Official Plan should not be construed as the result of a comprehensive transportation study for the City of Hamilton, rather the plan is aimed at providing a framework for future transportation policy development through the compilation and updating of existing policy and a limited analysis of existing transportation information.

Purpose

The "Transportation Component of the Official Plan for the City of Hamilton has a three-fold purpose.

Firstly, the plan is intended to consolidate the existing transportation policies of the City of Hamilton and to place those policies as may be appropriate, within the context of the Official Plan for the City.

Secondly, the plan is intended to update the existing policies of the City in respect of transportation and to supplement those policies where appropriate, in conformity with the Official Plan for the Regional Municipality of Hamilton-Wentworth.

Thirdly, the plan provides a framework for the development of more detailed transportation policies for the City of Hamilton.

PAST TRANSPORTATION DEVELOPMENTS:

Roads

Hamilton's road pattern is basically the product of the lot and concession survey grid and site conditions. Natural features have modified the grid pattern by disrupting the continuity of major roads.

The Niagara Escarpment has long been a major constraint to the involvement of goods and people into the City and has impeded development of the Mountain Area. As the City grew east and west (originally along Main Street) access to the Mountain became increasingly important. Beckett and Jolley Cut were among the early mountain accesses provided for the early inhabitants of the City. More recently, Claremount and Sherman accesses were built to meet the increasing north-south travel demand of Hamiltonians.

Public Transportation

Public Transportation has a long and varied history in the City of Hamilton. Dating back to the 1870's, public transportation has developed from a system of horse drawn vehicles to an electric railway system, to the present day Hamilton transit system, operated by the Hamilton Street Railway Company. The development of public transportation was perhaps highlighted with the development of the "incline" railway at the turn of the century, providing access to the mountain area. Today, the Hamilton Street Railway operates over 200 vehicles, carrying in excess of 80,000 passengers a day and travelling over a million and a half route miles per month.

Railways

The City of Hamilton is presently served by the Canadian National Railway and the Toronto Hamilton and Buffalo Railway. The services rendered by these railroads have and still play an important role in the development of the City and to industrial development oriented to the manufacturing of foods.

More recently, the City is served by Via rail and inter-city commuter rail provided by GO Transit operated by Toronto Area Transit Operating Authority (TATOA).

Marine Transportation

The Port of Hamilton is administered by the Hamilton Harbour Commissioners. Currently the Harbour provides approximately 10,000 metres public and private berthing space.

The Port is an important economic and social element in the structure of the City. It will continue to remain an important asset to the City especially with current increase in domestic freight tonnage. The Port is also considered as a recreational amenity area where recreational boating facilities are increasing and consequently, provide an additional leisure time resource for interested Hamiltonians.

Air Transportation

The Hamilton Civic Airport at Mount Hope is the only airport serving the Hamilton Census Metropolitan Area (CMA). The airport, owned by the Federal Government, is operated by the City.

The airport is located approximately 4 kilometres south of the City Limits. The predominant air traffic consists of private aircraft with a few intra and inter provincial flights operated by Nordair.

EXISTING CITY AND REGIONAL TRANSPORTATION POLICIES:

City of Hamilton Policies

The existing City Transportation Policies are highlighted as follows:

- Amendment 228 to the City of Hamilton Official Plan introduced the first comprehensive transportation policies into the existing Official Plan. The Amendment, approved by the Minister of Municipal Affairs in 1969, applies to two areas of land which at that time were largely undeveloped. The transportation policies within the amendment relate strictly to the development of roads. The general location and right-of-way widths of major roads including the "Red Hill Creek Freeway" and the "Highway 53 Freeway" were delineated.
- Amendment 260 to the Official Plan approved by the Minister of Municipal Affairs in 1970 addressed to the problems of residential enclaves located in an area which is predominantly industrial in use, (i.e. north of Barton Street). A transportation designation was introduced into the Official Plan whereby lands designated as Transportation, shall be for transportation purposes. The designation recognizes a portion of the main C.N.R. tracks north of Barton Street between the Red Hill Creek and Wellington Street as a matter of existing land use.
- Amendment 275 was approved by the City in 1972 but referred to the Ontario Municipal Board. No decision in respect of the disposition of Amendment 275 has been made. The amendment includes a "Transportation Areas" designation whereby lands so designated "shall be used for harbour facilities for shipping and navigation, transportation corridors, terminals, freight and passenger handling facilities and related storage, vessel and barge docks, marinas, railways, roads, pipelines, warehousing and parking areas. The amendment also included certain general policies interpreting the uses permitted within the designation. The transportation designation is essentially area specific in that it relates to an identifiable area within the City, i.e., the amendment addresses essentially harbour and harbour related transportation only.
- Amendment 276 to the Hamilton Official Plan was approved by the Ministry of Housing in 1974 and introduces a version of the "Transportation Areas" designation similar to Amendment 275. Lands designated as "Transportation areas" within Amendment 276 shall be used for transportation corridors and transportation nodes, harbour facilities for shipping and navigation, terminals, freight and passenger handling facilities and related storage, vessel and barge docks, marinas, railways, roads, pipelines, warehousing and parking areas. Amendment 276 includes certain local policies pertaining in particular to the provision of a portion of the Red Hill Creek - Highway 53 Freeway and associated arterials between the City limits on the south and east,

Ottawa Street extended southwards on the west and Limeridge Road on the north. An alternative design for the C.N.R. railway connection to central Hamilton is also presented. Amendment 276 is essentially area specific in that it relates to an identifiable area within the City, i.e., the amendment addresses development and the roads system for the east mountain only.

- Amendment 318 incorporates a development strategy for the Hamilton Harbour wherein certain lands have been designated for Transportation purposes. The transportation designation includes lands to be used for transportation nodes, harbour facilities for shipping and navigation, terminals, freight and passenger handling facilities and related storage, vessel and barge docks, marinas, railways, roads, pipelines, warehousing and parking areas for port related uses only. Amendment 318 also introduces a new transportation category, "Marine Transportation" wherein lands so designated shall be used for a mix of:
 - i) Transportation corridors and nodes;
 - ii) Port works and shipping terminals;
 - iii) Marine freight and passenger handling facilities and related storage, vessel and barge docks, and,
 - iv) Marine related industry and commerce that demonstrate a current and future operational need for proximity and access to the harbour.

REGION OF HAMILTON-WENTWORTH POLICIES:

The Regional Official Plan sets out broad objectives for the provision of transportation services and includes general policies for the provision of facilities and services. Specific policies are set out by mode of transportation and include requirements for the development of transportation facilities in Area Municipalities. Specific requirements applicable to Hamilton are outlined as follows:

Roads

- The Regional Plan requires that the road system shown on Map 3 of that document, be adopted as the framework for planning and designing the road system necessary to support the land use plan as outlined in the Official Plans of the Region and Area Municipalities.
- The Regional Plan also requires that all public roads in the Region be classified by function. Public roads not shown on the Transportation Schedule in the Regional Official Plan (Map 3) as being "Inter-Regional Highways" or "Arterial Roads" are to be classified as either collector or local roads by the Area Municipalities.
- The Regional Official Plan specifies right-of-way widths for arterial roads:

- 200 feet when there is complete control of access to abutting land use.
- 86-200 feet when there is only partial or no control of access to abutting land use.
- The Regional Official Plan specifies certain road improvements including the following new arterial connections:
 - A new arterial road link from Burlington Street west to Highway 403.
 - A new east-west arterial roadway on the Hamilton Mountain connecting from Highway 403 in the west to a new north-south arterial road in the east.
 - Additional east-west road capacity on existing arterial roads or a new arterial road connection between downtown Hamilton and the junction of Main Street and Cootes Drive in west Hamilton.
 - Additional east-west road capacity on existing arterial road connections or a new arterial road connection in the corridor immediately north of the Niagara Escarpment between downtown Hamilton and the junction of King Street and Lawrence Road in the east.
 - Additional north-south road capacity across the Niagara Escarpment in the central Hamilton corridor between Becketts Drive and the Sherman Access by improvements to the approaches of the existing access routes.
- The Regional Official Plan encourages that Area Municipalities require the following prior to approving development proposals:
 - In developing areas, limit access directly onto arterial roads from individual parcels by using such techniques as reverse frontage, and common access points for a number of properties.
 - The spacing of intersections and access points to major developments at appropriate distances to accommodate traffic control devices in such a manner that the through movement function and the safety of the arterial road are not reduced.
- The Regional Plan requires Area Municipalities to include in secondary Plans:
 - The provision for sufficient off-street parking for all new development adjacent to an arterial road. The parking needs of the development are to be met without necessitating the use of the arterial road for parking.

- All new residential, commercial and industrial areas abutting arterial roads to provide off-street loading facilities. The loading and unloading facilities are to be located so as to have no detrimental impact on the flow or safety of vehicles operating on the arterial road system.
- In addition the following policies are adopted:
 - A transit system with increased transit capacity will receive a high priority in transportation planning in the urban areas of the Region, especially in the corridor connecting downtown Hamilton to the sub-regional centre on the Hamilton Mountain.
 - That public transit be considered as an integral part in the planning of major new residential development and all new commercial and employment centres in the organized portion of the Region. All secondary plans for such areas shall include provisions for safe, convenient and direct pedestrian access to the public transit system.
 - It does indicate that the Region will co-operate with Area Municipalities in efforts to eliminate or relocate railway lines which conflict with other land uses and to eliminate unsafe level crossings between railways and arterial roads (policy 41).

OTHER REGIONAL POLICIES:

In addition to the policies mentioned above, the Regional Municipality of Hamilton-Wentworth have policies which are recently adopted by Regional Council affecting the planning of major transportation facilities and services, specifically:

- On June 4, 1974 Regional Council adopted that:
 - . . . proposed agreement between the area municipality of Hamilton and the Ministry of Transportation and Communications to investigate the alternatives available to provide for a Freeway connection between the proposed Mountain Freeway and the Queen Elizabeth Way has not been signed by all parties and consequently, the Co-ordinating Committee established as part of the agreement has not been able to establish a study programme; and whereas the area municipality of Stoney Creek is undergoing tremendous development pressure and some of this development is taking place on land formerly considered available for alternative alignments to the Red Hill Creek Freeway; and whereas further delays with respect to appropriate studies and decisions on the exact alignment of the Freeway will result in fewer options being available, it is therefore recommended:

- (i) That the Ministry of Transportation and Communications and Area Municipality of Hamilton undertake an appropriate study of all possible routes for a freeway connection between the East-West Mountain Freeway and the Queen Elizabeth Way excluding the Red Hill Valley. These studies are to include any social, ecological and environmental implications to be considered.
- (ii) That an elected representative of the Town of Stoney Creek and an elected representative of the Regional Municipality of Hamilton-Wentworth be included on the Co-ordinating Committee.

- On August 16, 1978 Regional Council adopted the following policy:

. . . Regional Municipality of Hamilton-Wentworth has established a Regional Road System and whereas that road system must be capable of meeting the transportation requirements of present and future roads as it relates to vehicular, pedestrian, transit, and cycling movements, it is deemed appropriate to establish a policy of road allowance widths. This document forms the basis of that policy.

It is the Policy of the Regional Municipality of Hamilton-Wentworth:

- A. That road allowance widths be defined on all Regional Roads in keeping with their roadway function, good geometric design and the roadways natural environment.
- B. That the widths for road allowances of Regional Roads are designated as follows:

- (i) City of Hamilton

- 1. Barton Street:

- a) From East City Limit to Nash Road.....120 ft.
- b) From Nash Road to Woodward Avenue.....140 ft.
- c) From Woodward Avenue to
Ottawa Street..... 86 ft.

- 2. Bay Street, from Barton Street
to Hunter Street..... 86 ft.

- 3. Cannon Street, from Queen Street
to Victoria Avenue..... 86 ft.

4. Dartnell Road, from Stonechurch
Road to Rymal Road.....120 ft.

Fennell Avenue, from Garth Street
to Mountain Brow Boulevard..... 86 ft.
5. Garth Street:
 - a) From Mohawk Road to Road Allowance
between Concessions 6 and 7.....103 ft.
 - b) From Road Allowance between Concessions
6 and 7 to Stone Church Road.....120 ft.
6. Grays Road, from South City
Limit to Q.E.W..... 86 ft.
7. James Street, from Barton Street
to Hunter Street..... 86 ft.
8. John Street, from Barton Street
to Hunter Street..... 86 ft.
9. King Street:
 - a) From Highway No. 403 to James Street..... 86 ft.
 - b) From Mary Street to Victoria Avenue..... 86 ft.
 - c) From Redhill Creek to East City Limit.....120 ft.
10. Main Street, from Highway No. 403
to Victoria Avenue..... 86 ft.
11. Miles Road from Rymal Road to
South City limits..... 86 ft.
12. Mohawk Road, from Mountain Brow
Boulevard to West City Limit.....100 ft.
13. Mud Street, from Pritchard Road
to East City Limit.....120 ft.
14. Nebo Road, from Rymal Road to South City
Limits.....100 ft.
15. Parkdale Avenue, from Burlington
Street to King Street..... 86 ft.
16. Queen Street, from Greig Street
to Hunter Street..... 86 ft.

17. Queenston Road, from Redhill
Creek to East City Limit.....120 ft.
18. Rymal Road, from East City Limit
to West City Limit.....120 ft.
19. Stone Church Road, from
Pritchard Road to West City Limit.....100 ft.
20. Upper Gage Avenue, from
Mohawk Road to Rymal Road.....120 ft.
21. Upper James Street, from
Mohawk Road to South City Limit.....120 ft.
22. Upper Ottawa Street, from
Mohawk Road to Rymal Road.....100 ft.
23. Upper Paradise Road, from
Mohawk Road to Rymal Road.....100 ft.
24. Upper Sherman Avenue from
Mohawk Road to Rymal Road.....100 ft.
25. Upper Wellington Street from
Mohawk Road to Rymal Road.....100 ft.
26. Upper Wentworth Street, from
Mohawk Road to Rymal Road.....120 ft.
27. Wellington Street, from
Barton Street to Hunter Street..... 86 ft.
28. West 5th Street, from Mohawk Road
to 600 ft. south of Stone Church Road.....100 ft.
29. Wilson Street, from
James Street to Victoria Avenue..... 86 ft.
30. Woodward Avenue, from
Burlington Street to Barton Street..... 86 ft.
31. York Boulevard:
 - a) From Dundurn Street to Queen Street.....120 ft.
 - b) From Queen Street to James Street..... 86 ft.
32. The road allowance widths of all other Regional Roads
now included in or later added to the Regional Road
System in the City of Hamilton are designated as 66 feet.

- C. Upon application of an owner/agent of a property adjacent to a Regional Road for approval to develop or redevelop the property it is a requirement of Regional Council that sufficient land be dedicated to the Region for road widening purposes to establish the designated right-of-way adjacent to the property. Such applications include the following: applications for land severance, subdivision approval, re-zoning, or development agreement under the Planning Act, applications for permits under the Niagara Escarpment Planning and Development Act or the Parkway Belt Planning and Development Act or any application to an authority permitted by statute to impose conditions, excepting applications for condominium ownership. Land requirements up to thirty-three feet in depth are to be dedicated free of charge; land requirements in excess of thirty-three feet are to be paid for on the basis of land value prior to approval of the subject application. In the absence of specific road allowance widening plans, widenings are to be acquired equally on either side of the original road allowance.
- D. That new roadways or subdivision roadways will be dealt with by individual agreements.
- E. That, in the case of land severance, each application be dealt with on its own merit and that as a generality widenings be taken from those lands which are being developed as a result of the severance application. Road widening dedications will be required from lands which have not yet been developed in accordance with their ultimate land use where secondary plans have been prepared, and from lands which have not yet been developed where no secondary plans have been prepared. The widenings are to be dedicated from any of the parcels created by the severance (including those to be retained) if the parcel meets the preceding conditions.
- F. That, in the case of minor enlargements to an existing development, road widenings are to be negotiated on an individual basis. In those cases where an existing structure encroaches upon the required road widening parcel, the lands are to be dedicated and an encroachment agreement will be entered into permitting the encroachment; at such time as the parcel is required for construction purposes, the Region will alter or relocate the structure at its expense; at such time as the structure is demolished no further structures will be permitted on the road widening parcel.
- G. That, in extraordinary cases, land dedications may be reduced at the discretion of the Commissioner of Engineering in order to preserve the viability of the abutting lands provided that the future road construction is not unduly restricted.

- H. That the applicant from whom the road allowance widening is being sought is responsible for preparation of the deed for the road allowance widening and assuring that the said parcel of land is unencumbered by preparation of a Certificate of Title. No fee will be paid for this work to the applicant's solicitor.
- I. That the deed will be prepared to the satisfaction of the Regional Solicitor and Surveyor.

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